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Here's How It Happens

How Governments Work in Canada

Alex Carlton



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Alex Carlton

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for Stephanie and Duane



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Preface

Government was born thousands of years ago. Families stopped wandering from place to place in search of food and began to live side by side in villages and towns. In those days, it was chiefs and elders who decided what rules and regulations were necessary to make their community a pleasant, peaceful place in which to live. And the chiefs and elders usually chose some person or persons in the community to make sure that these rules and regulations were obeyed. In other words, people *needed* a government to guide their daily lives.

We, too, need government to guide our daily lives. However, it takes more than one government to look after the needs of Canadians. This core book examines the three kinds of government in Canada. The book's prime objectives are to explain:

- The need for government as a safeguard against misunderstanding and disorder.
- Our responsibility for government.
- The basic steps that lead to the election of a government.
- Each level of government—municipal, provincial, and federal.
- The general responsibilities of each level of government.
- How the various elements of government work.

As a visual aid to understanding the text, many points are illustrated with photographs, sketches, maps, and charts. This understanding is further aided by the provision of review and research projects. These vary from group to individual activities—in the classroom, the school resource centre, the community, and the home.

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Part One

YOUR LOCAL GOVERNMENT

Part One: Your Local Government

What is a Mayor?

“Mom!”

“Yes, Paul?”

“Mom, what’s a mayor?”

“A mare? It’s a female horse. I thought you knew that.”

“No, no, not that! I mean a **MAYOR** at City Hall. I saw him today, wearing his gold chain and riding in a big car. I was wondering how it all happens? What exactly does he do?”

“Well, to start with, it’s not *his* gold chain. It belongs to our city. So does the car. Do you have to know for a school project or something?”

“No, nothing like that. I’d just like to know, that’s all.”

“What a mayor does is a bit difficult to explain in a few words. While you’re finishing your homework, I’ll give it some thought. I might even come up with a couple of bright ideas that will explain the mayor’s job.”

“Not a lesson, I hope. I have enough of those every day at school!”

* * *

“There! My maths, social studies, and science are all finished. Any bright ideas yet, Mom?”

“That depends on what you want to know.”

“Well, how did he become the mayor? What’s the job all about? Things like that! Have you ever tried to be mayor? Has Dad? Has anyone we know?”



“Mom, what’s a mayor?”

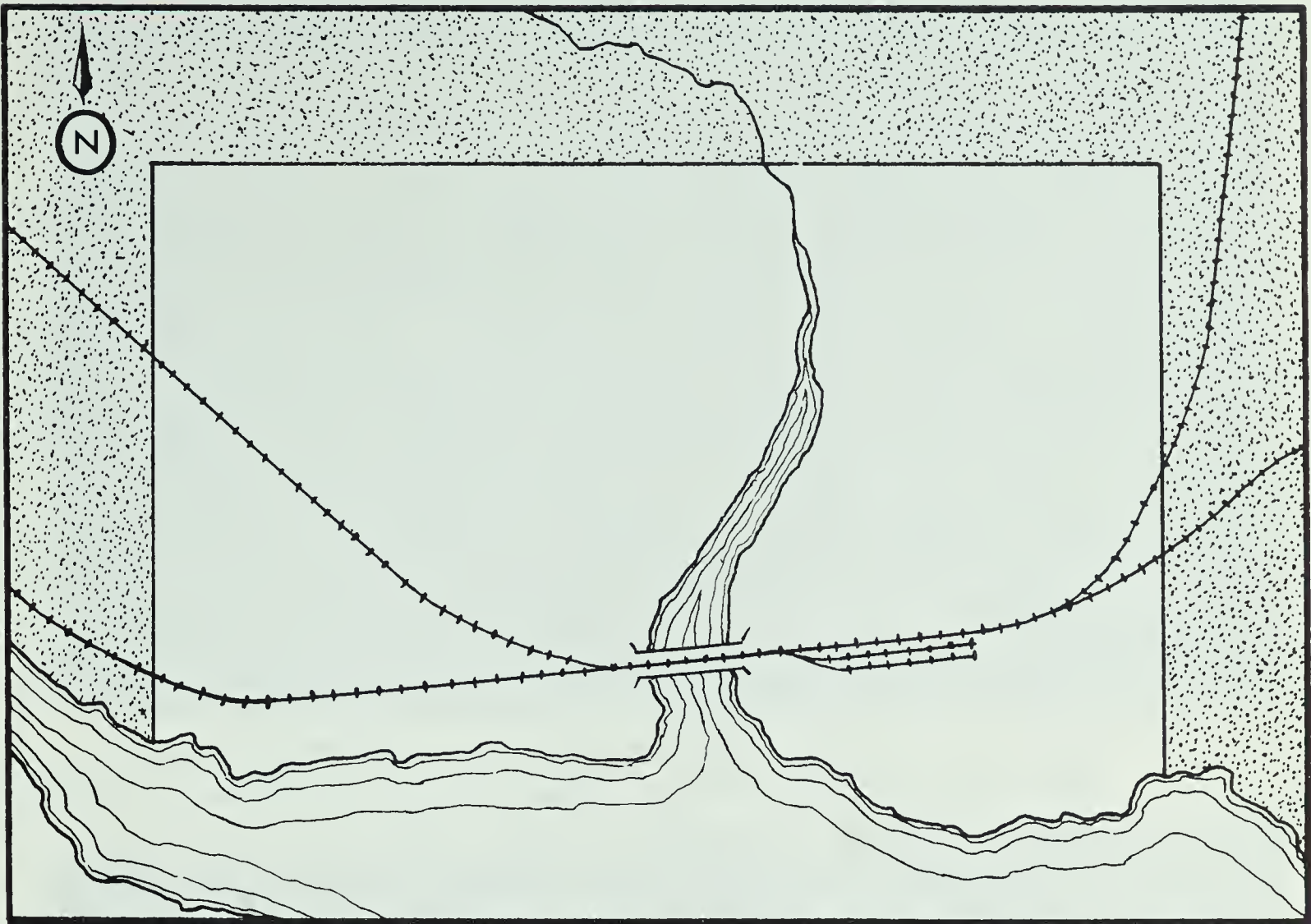
“If that’s the angle, I think I have an idea that might work. And I promise you it won’t be a lesson. How would you and your sister like to plan a city?”

“You mean streets, houses, parks, and factories? That sort of thing? How do we do it?”

“I’ll ask your Dad to draw a simple map about the size of the dining-room table. If you can find some small building blocks, we’ll be in business by tomorrow evening. You and Anne can do the city planning. Dad and I will answer any questions and act as referees. O.K.?”

“Sounds like fun! We could even have moving sidewalks, a plastic dome over the whole city, a launching pad, and. . . .”

“Hold it! We’re talking about cities of today, not fifty years from now. Let’s not complicate things. There’s enough to plan as it is.”



The city map.

“O.K. I’ll go and talk with Anne about it.”

“Right! I’ll see about the map and you remember the building blocks. In the meantime, you and Anne should start doing some city planning in your heads.”

Planning a City

“Paul, unroll the map down to your end of the table and tape it into position, please. Good! Now, let’s check a few of the things that people look for when starting a settlement. One of these is fairly flat land, which is good for farming and easy for road building. Another is a supply of fresh water. And if possible, they like to be near a sea, a lake, or a large river.”

“Why?”

“Why do you think, Anne?”

“Water for drinking and farming.”

“You can’t drink the sea! There must be other reasons.”

“Let me think. Oh, I’ve got it! For docks and boats.”

“Right! Water has always been a cheap way of moving people, supplies of food, and so on. On our map, the south side of the city is on the edge of a lake. There’s a good river running through the city. The surrounding land is flat. There’s also a railway and a freight yard. As you do your planning, try to stay inside the unshaded area. You have lots of space. Now, Father, it’s time to give them your rules.”

“They are really quite simple. Draw a single, black pencil line for a street and a double line for a divided highway. The blue blocks represent what planners call **non-residential** buildings. These are, for example, factories, offices, schools, department stores, and so on. The red blocks stand for apartment buildings, and the plain blocks are houses. Place these as you wish and where you wish. But there’s a catch! Once you have drawn a line and once you have taken your hand off a building block, it’s for real. You can’t change your mind.

“O.K., off you go. Try and settle any difficulties by helping each other. Good luck!”

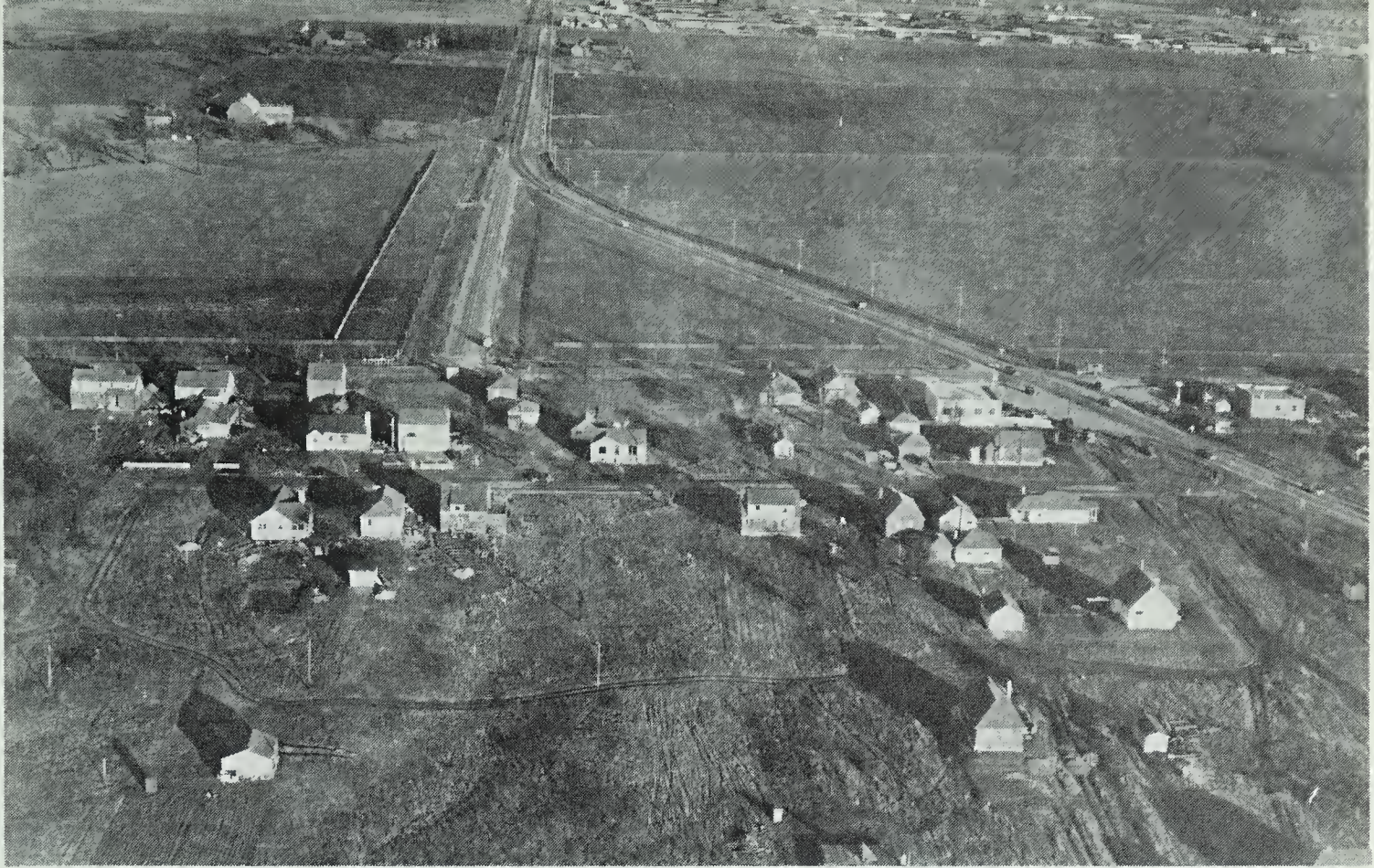
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“I think we’ll have the streets run north and south or east and west. That’ll keep things simple. All right with you, Anne?”

“Let’s not have them *all* like that. I’d like some curves, bends, maybe even circles. I don’t mind, say, three straight ones crossing the city. But that’s all.”

“Right. Still, let’s keep all the streets in the downtown area straight though. O.K.?”

“O.K. You handle that. I’ll start on some houses and apartments.”



Courtesy Gordon H. Jarrett

This shows an area on the edge of a city before it was developed.



Courtesy Gordon H. Jarrett

This shows the area after it was developed. The original network of highways was expanded to give easy access to the whole area.

“Now, where do I begin making streets? I guess in the downtown section first, on both sides of the river. Then we can have some bridges. So, I’ll use streets to divide this whole area into square blocks—like so! Then, we’ll have a street on each side of the river following the banks, mainly for walking. We’ll take these two streets straight north to the city limits. We’ll have one right here running east and west. Now we need. . .hold it, Anne. You’ll have to move that apartment block. I want to take a four-lane highway through!”

“I can’t. Remember the rule? The apartment was there first. You’ll have to put the highway somewhere else.”

“But this *has* to be a *straight* highway. So move!”

“That block is part of a matching set, and I can’t move it. If you had told me about your road earlier, I wouldn’t have put the block there. I don’t have to move it, do I, Dad? That’s not fair.”

“You’re right. The apartments were there first. Sorry, Paul, but you’ll have to reroute your highway.”

“All right. The easiest way will be to put it a bit north of the apartment blocks.”

“Paul, that’s not very good planning! The people in my apartments will have to listen to traffic roaring outside, day and night. And I can’t move them!”

“I’m sorry. But it’s your fault, too. Just watch where you put apartments in future. At least *I’m* planning!”

“*That’s* planning? I’ve just thought of something. When you’re working on the downtown area, why don’t you save a big piece of land in the centre for a park? We can plant lots of trees there and even put in a lake.”

“Good idea. But if we have the park beside the river, we won’t need to make a lake. While we’re at it, we could save enough land in the park for a city hall. We’ll need one. Since you thought of a park, why don’t you plan more parks? Let’s have about twenty of them. Make at least four of them big ones.”



“The people in my apartments will have to listen to traffic roaring outside, day and night.”



Courtesy Joan Parker

Good city planning combines new buildings with the best of the old ones. Areas of trees, flowers, and pathways help to make towns and cities pleasant places in which to live.

"I can't do that *and* plan houses for people. We'll both have to do it as we go along."

"O.K., O.K. But right now I'm downtown and I'd like to put in some docks. I think I'll put them along this section of the waterfront—right here. Why are you smiling, Mom?"

"I was thinking, Paul, that the winds usually blow from the west or the northwest. You may have been better off with the docks on the east side of town. Then smoke and dirt wouldn't blow right over the city."

"Never thought of that! But the rule says it's too late to change things now. Tell you what, Mom. Let's place the main railway station just east of the bridge. This is because the freight yard has already been built south of there. That'll work fine. The yard will then be directly east of the docks. Then the smoke and the dirt won't matter so much."

"And where am I going to put a waterfront park? You said to plan parks, but I can't put one next to a lot of docks. Some attraction! *Take a scenic drive through our magnificent shore area! Smell all the dock smells! Hear all the dock machinery! See all the dirty ships!*"

"Children! Children!"

"Well, Mom, what does she expect? There's a lot to planning a city!"

"I know there is. Remember, too, that you and Anne are dealing only with the *physical* side of it. There's a lot more to it than that. You haven't really started to deal with other needs that people have."

"What needs?"

"Why don't you think of some."

"Let me see now. Things like restaurants and movie theatres?"

"Well, yes. But you've been building lots of homes, haven't you? Look, you've finished about ten residential areas, and I can't see a single blue block in any one of them. You've obviously forgotten all about schools."

"Boy, some loss! Why don't we fix it by putting all the schools in one area. That would be fun."

“Speak for yourself, Paul. I like walking to school. I’d hate to sit in a school bus for hours and hours every day! Anyway, where would you park all the buses? That’s a silly idea!”

“Oh, boy, now you talk about parking, Anne! We’ve almost finished the downtown area, and do you know what? There are no parking lots! We’ll probably have to cut down on the central park a bit.”

“Over my dead body! Use the city hall space for a while, until we can build some underground lots or something. You *could* have used part of the freight yard, except that it’s a long walk to downtown. Can he still do that, Dad?”

“Now listen to me, you two. You can’t play around with the freight yard once it’s been built. Why would the railway company agree to that? You can solve part of the downtown parking problem by grabbing any vacant lots still left. I warn you, however, that you’re going to have some traffic chaos! And there’s going to be lots of illegal parking.”

“Why worry about illegal parking, Dad? Paul hasn’t done a single thing about the police yet!”

“I don’t see why it always has to be me! But if that’s what everybody wants, then O.K. I think I’ll put police headquarters here, right downtown. Then we’ll have smaller police stations in areas where a lot of people live. What’s more, I’m going to get one jump ahead of you. I’m putting in firehalls at the same time. You could be doing something about schools, Anne, instead of waiting for someone else to do it!”

“I know what sorts of schools we need. We need primary and secondary schools and perhaps a college or university. But I’ve no idea how many of each. Why don’t I just leave spaces for them all? Can’t we decide later how many of each sort we need?”

“I suppose that’s all right. But at the rate you’re saving spaces, that’s about all we’ll have. Empty spaces. Hold it a minute. I’ve had another idea. Leave the schools, and we’ll work on them together a bit later. While I finish the police

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**I DON'T TAKE SPACE.
I MAKE SPACE.**

(1 bus is better than 40 cars.)



City of Calgary

The bus is the most popular means of transportation in many towns and cities. A well-planned public transportation system can move a great number of people quickly and easily.

stations and firehalls, why don't you put in some public transport?"

"O.K. We won't need a subway, so shall I do buses or streetcars?"

"Not streetcars. That would mean tracks."

"Buses it is. What would be the best way to show them, Dad?"

"Use a dotted line on the streets they'll be using. Every once in a while, put in a route number. Then you won't get mixed up."

* * *



“Are you the director of this city?”

“And that’s the last firehall! Anne, why are you putting all the bus routes on main streets? If we do that, people will have to walk too far to get a bus. Spread them out a bit.”

“Aside from the fact that I haven’t nearly finished yet, are you the director of this city?”

“No.”

“Well then, stop acting as if you were! Every time I try. . . .”

“Excuse me, but this is one of your referees speaking. Considering it’s your first attempt at city planning, I think you’ve done fairly well. However, the time has come for you

city planners to apply the brakes to building. Let's make a start on city government."

"Things are getting a bit complicated, Dad. And it seems to me that we're not really working together. By the time I know exactly what Anne wants to do, it's usually too late to change anything, even if I disagree. She has already done it!"

"Right. So let's do the job of planning another way. When a settlement grows, it usually does so by growing outward into different areas. Why not divide your city into areas? We can argue about actual boundaries some other time. For the moment, draw two lines east to west through the city and another two running north and south. That gives us nine areas.

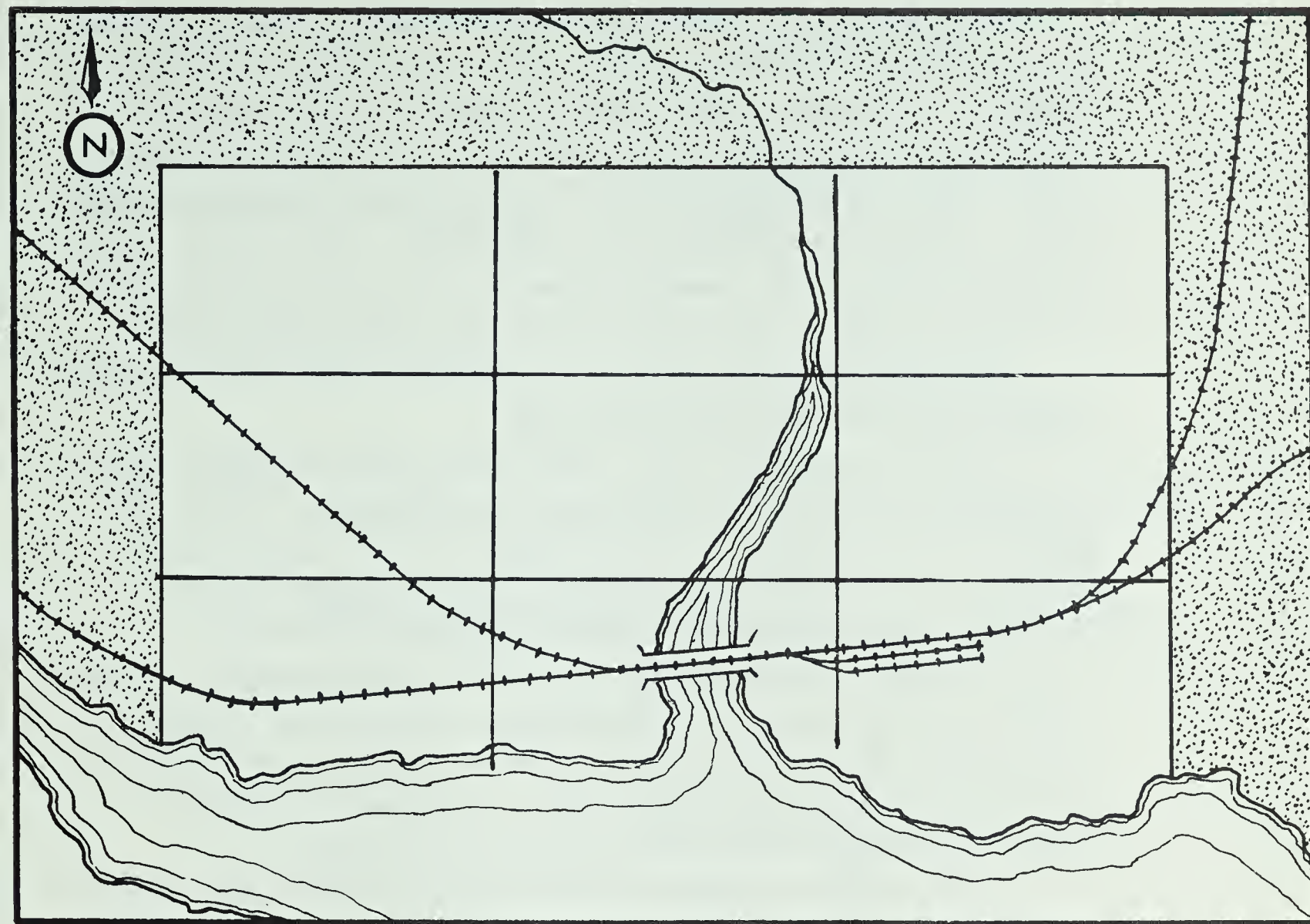
"Such areas are called **wards**. So we have a city with nine wards. Anne, remember the trouble with the apartment block and the highway? I want you to pretend that you live in that particular ward. Look around it and decide what the people there like or don't like about their ward. Figure out what they would say, if they had someone to speak for them all.

"And you, Paul, are living in the ward where you built the docks. Do the same as Anne in your area. While you're thinking about that, your Mother and I will take a coffee break."

Here's How it Happens

"Here's a cold drink for each of you. Now we're waiting to hear your reports. What do you think, Anne?"

"Well, I feel that most of the people like the district they live in. After all, it was their choice. But they would certainly object to that four-lane highway, which wasn't their choice. If I lived there, I'd like to be told well ahead of time about plans for things like highways, parks, schools,



The city map, divided into wards.

and police stations. Maybe the best idea would be to get together on these things with the people of other wards. We could choose several people to speak for us and let them have a meeting to talk things over.”

“What about you, Paul?”

“I think that the people in my ward feel much the same way. Now that I think about it, they would probably object to the docks being built there. Anyway, people don’t want to spend all their time keeping their kids from falling into the water. I’m sure they would feel the same as Anne’s people and want a meeting to talk about the problems of their ward. Maybe even to talk about the whole city.”

“Good thinking, you two! That’s exactly what happens in real towns and cities. So, in your city, each of the nine districts, or wards, could elect as many as three people to speak for the residents. Let’s settle for two people from each ward. These eighteen men and women form the **city council**. They are called **councillors**, or **aldermen**. They govern the city on behalf of the people. They try to solve such problems as where to put roads and schools and parks and so on.”

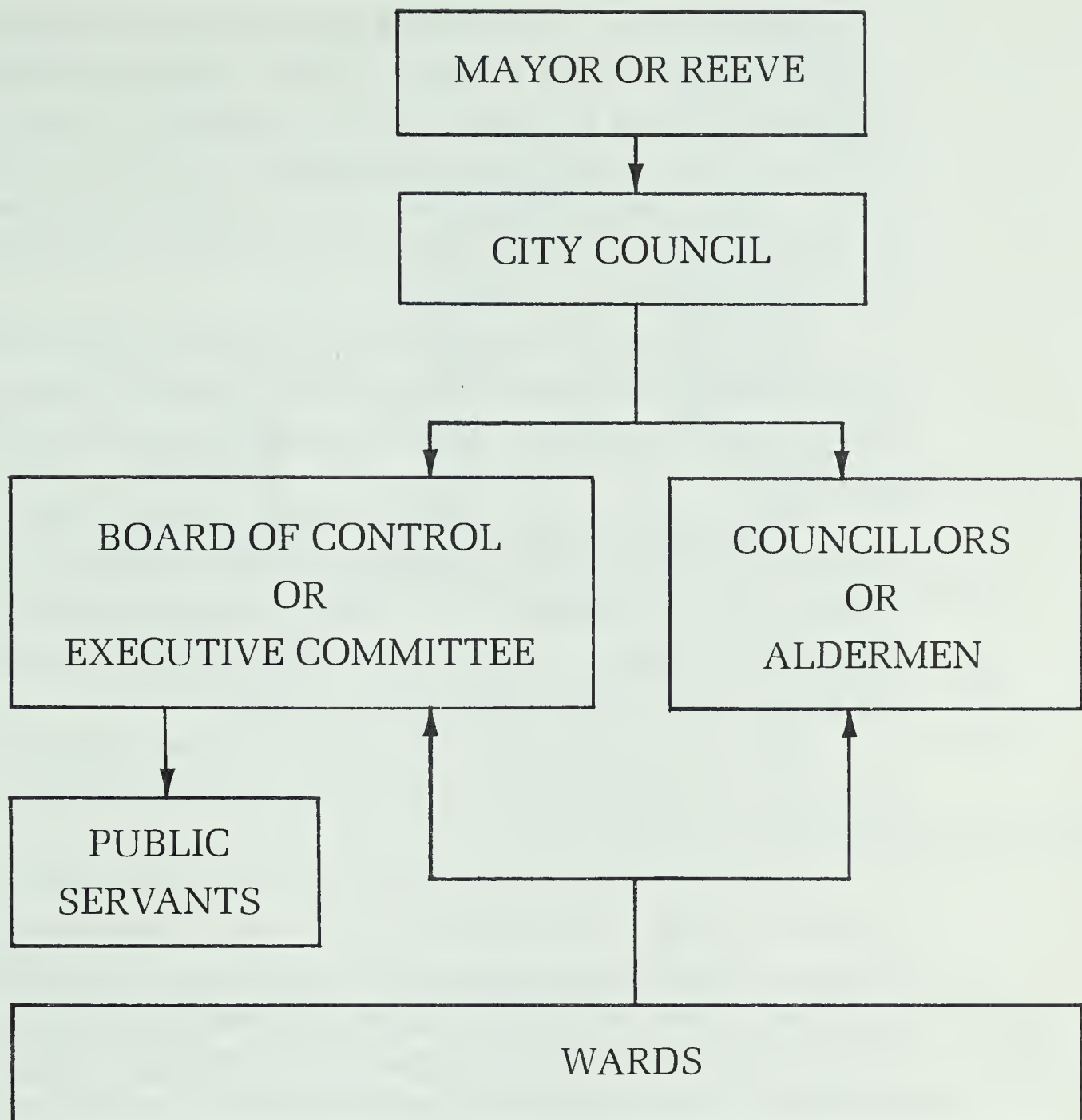
“If they’re anything like Paul and me, I bet they couldn’t talk for very long without arguing!”

“That’s probably right. They need a sort of supervisor to guide the discussions and help make decisions. So all the people in a city vote for someone to do that supervising. This person is called the **mayor**. In small towns and in country districts, there is a **reeve** instead of a mayor.”

“But Dad, it still seems complicated. Let’s say a council makes a decision about something or other. How do the councillors figure out who does what and when? There are so many things to be looked after. Anne and I have just found out that it isn’t at all easy to run a city!”

“You’re right. It does become complicated. So, to help keep things running smoothly, we have added a **board of control**, or **executive committee**. All the people in a city elect the men and women who are the members of this board or committee. Their job is to see that decisions are made and carried out as efficiently as possible. They are part of the city council but meet more frequently.”

“I have one more important thing for you to remember! In order to run, or govern, a city, the council needs the help of certain men and women called **public servants**. It’s their job to carry out the *policies*, or decisions, made by the city council. Some of them, planners, for example, work at City Hall. Others, such as teachers, police officers, and firefighters, work in different parts of the city. Public servants are not elected. So even if all the council is changed in an election, public servants work on as usual.



This chart shows how local governments work.

“But to get back to the city on our map, let’s have a board of control. There will be four members and they will be called **controllers**. Now we have a mayor, four controllers, and eighteen councillors. The board of control supervises the work of the public servants, looks after money matters, and watches over the work of the council.”

“Sometimes, when I hear you and Dad talking, it sounds as though you like to watch over the council, too, Mom.”

“Well, Anne, we do! Father and I are old enough to vote in an election. We’re citizens of this country and we have lived in this city for more than six months. So each of us has a vote in city elections, or **municipal** elections as they are called. We always take a close look at the list of people who seek election to a city council. This helps us decide to whom we should give our votes.”

“Have you ever thought about getting votes, instead of giving them? Mother for Mayor and Dad for Controller! Say, I must be joking. There’s enough control around here already!”

“There are plenty of times when control is needed in this house! Maybe your Father and I think we have our work cut out just controlling—or, rather, counselling—you two. Maybe that’s why we don’t have time to run for office! But let’s give your Dad a chance to finish.”

“O.K. Here goes. Part of what you two are trying to find out is how a city gets its government. Well, listen. Here’s how it happens!

“Let’s imagine that each of you actually asked for opinions from the people in your area. That’s really the first step in trying to get people to vote for you. By talking to the people in your ward, by showing interest in their problems and needs, you become known in your local area. If they like what you plan to do for them if elected, two or more of them can nominate you. This means that they can name you as a candidate for election to city council. If elected, you will speak for the people of your ward at council meetings.

“However, you must have *qualifications* in order to become a candidate. You must be a taxpayer and not owe any tax money to the city. You must not have a criminal record. There are other qualifications. The municipal clerk at City Hall can give you all the details if you want them.

“If nobody else in your ward were trying to get elected, you would win and become a councillor. However, the chances are that you will be opposed by someone. So you



“Have you ever thought about getting votes, instead of giving them?”

have to work very hard to make your ideas known to as many electors as possible. You have to visit people in your ward and send them information about yourself in the mail. You have to talk about and explain your ideas at many public meetings. You will probably appear on television and talk on radio. However, you don't do all this on your own. Some of the people who like you and your ideas will help you try to win as many votes as possible. And all this work that you and they do is called an election **campaign**. Of course, as a candidate for mayor or controller, you have to be well known all over the city. *All* the people in your city vote for a mayor or controller, not just the people in your ward. You have to convince the electors that it is a job you could do efficiently and well.”

* * *

The City Story

“Well, do you know a bit more about city affairs now, Paul?”

“I certainly do, Mom.”

“I think we’ve answered your question, ‘What’s a mayor?’ Not in detail, of course. But if you want to know more, Father and I can tell you where to look for information.

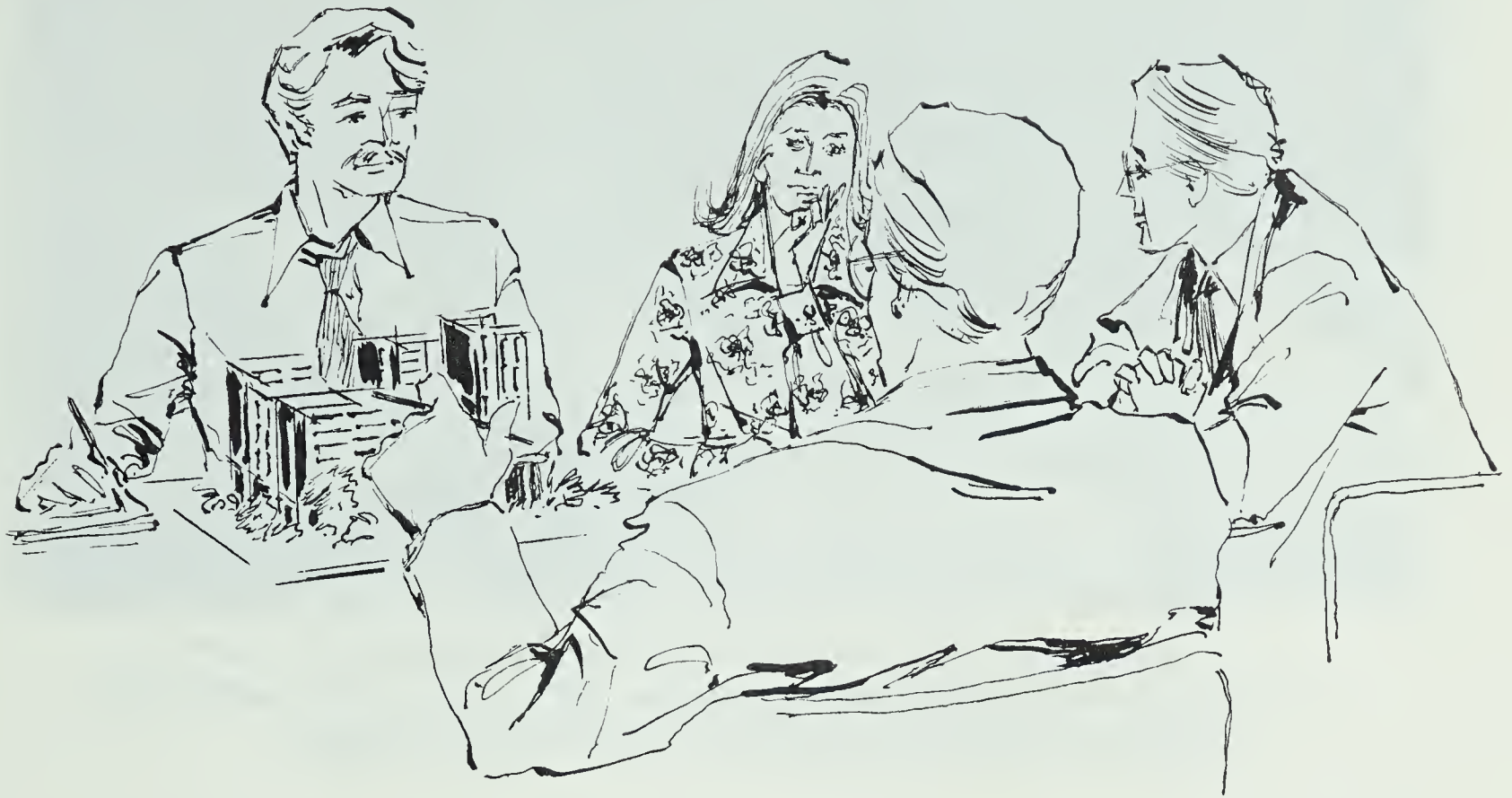
“Perhaps we can finish by picking an example of city government to see how it all happens. Any suggestions? You’ve got one, Anne?”

“Say that a city has grown very fast and needs a much larger city hall. What happens?”

“That’s a good example since it is quite common these days. First of all, the council has to debate the matter very thoroughly and then vote that a new hall is needed. Next, a committee of council members is appointed to investigate all the angles. How do the people feel about a new building? How big should it be? Where will it be built? How much will it cost?

“Let’s say the committee reports back to the council that the idea of a new city hall is a good one all round. The council studies the report. If the members agree with the committee’s report, the council takes things a stage further. Another committee is appointed to investigate how to find the necessary money. The council will ask some of its public servants to study how, where, and when construction of the new building can best be done. Later, the council will announce a competition for the design of the new city hall. The board of control then takes over. It supervises the spending of money to buy land, hire architects, and award building contracts to construction companies. In fact, it watches over the project from start to finish.

“The whole process is supervised and directed by the mayor. The object is to see that the people get the city hall



“After the planning is done, the board of control takes over.”

they need. And the mayor tries to do all this with a minimum of trouble and delay.”

* * *

“Well, Anne and Paul, that part of the city story shows how we all get together to run the communities in which we live. Cities, towns, and country districts are all different, and we like them to be that way. But each of them has to report to a bigger government on the way they run things. They all answer to their provincial government for what they do. Maybe we should think about a second part to our project and take a look at how provincial government works.



Courtesy Fortunato Agliandro

Garbage, garbage, and more garbage! Disposing of waste is a big problem for towns and cities. After it has been compressed and covered, this dump will become part of a park.

“But first, let’s finish what we’re doing. Your Dad and I have put together a list of the sorts of things that municipal governments have to look after. Here it is—and you should be impressed!”

- Police and fire protection.
- Paved streets and sidewalks.
- Street lighting.
- Supplies of water and electric power.
- Sewage disposal and garbage collection.
- Public transportation.
- Schools for children and adult education.
- Public libraries.
- Parks and playgrounds.
- Public concerts, exhibition grounds, and auditoriums.
- Swimming pools and ice rinks.
- Day nurseries and health clinics.
- Juvenile courts.
- Public housing and slum clearance.
- Community planning and zoning.

Part One Review

1. In your notebook, copy the words or terms from the left-hand column. Write the correct explanation from the right-hand column beside each. There will be no explanation for one word or term.

(a) public servants	Group of people elected to govern a city, town, or country district.
(b) municipality	Electoral district of a city or town.
(c) council	People employed to do the day-to-day work of government.
(d) ward	
(e) mayor	City, town, or country district that has its own government.
(f) settlement	Elected head of a municipal council in a small town or country district.
(g) councillor	
(h) reeve	Person elected to lead the government of a city or town.
	Elected member of a municipal council.

2. Given a choice, which job would you prefer in city government: that of councillor, controller, or mayor? Give at least one reason for your choice.
3. What are two occasions when a mayor would wear the chain of office?

4. What are three services provided by your local government within one block of your home or school?
5. Two busy streets intersect near your home. The traffic is constantly becoming snarled at this intersection. For a pedestrian, it is very difficult to cross in any direction. What do you think would solve the problem? What are some of the things that the people living in your area could do to get things started?
6. You leave home, walk to the corner, cross the street, and take the bus to school. How many of your local government services did you use or see in use?
7. Your Mother says: "When you've brushed your teeth and are in bed, you may read your library book for half an hour. Then, put off the light and go to sleep." Which local services would you use?
8. A city government has to look after many things. List five of these.

Part Two

YOUR PROVINCIAL GOVERNMENT

Part Two: Your Provincial Government

If You Were in Charge

“Paul!”

“Yes, Dad?”

“Have you finished tidying the recreation room?”

“Not quite. Mom’s just asked me to wash for supper. I’ll tidy up after.”

“The ‘I’ll do it after’ bit has a familiar ring. Please make sure that you do. The place looks as though a hurricane has passed through.”

“I promise!”

* * *

“Say, Dad, how about the second part of our project on government?”

“Funny you should mention that. Your Mother and I have done our homework. We’ve got something ready for the two of you. We can work on it tomorrow evening, if everyone is free. As a matter of fact, we can make a start right now. I’ve made a note of some of the things that keep another type of government busy. Just a minute until I find where I put the list. Ah, here it is. There are copies for you and Anne.

“You two now have some idea of what is done for people by their local, or municipal, government. I want each of you to look over this list. You don’t have to learn it by



“So that’s development!”

heart. Just think about the things on the list you would deal with if you had to govern a province. In our imaginary province, there are no particular problems to solve. But times are changing and you’d like to develop it much more.”

“What do you mean by ‘develop’?”

“Well, quite often, Anne, something someone does starts lots of other things happening. For example, if a builder buys some land on the edge of a city, people move into the houses and apartment blocks that are constructed. These are soon followed by stores and supermarkets, schools and shopping plazas. The next thing you know, parks are being planned and laid out. Bus services have to be organized to help people get from their homes to their work. Things like this keep happening. In time, a complete community grows up, a sort of miniature city. And all because someone built houses and someone else constructed other buildings. That’s *development*.

“Your Mother has an idea for a game we can play. We’re keeping it as a surprise. All you have to do until tomorrow evening is to think about the kind of development, or *chain reaction*, I mentioned. Think about how important development is to people. I’ll give you just one hint about the game. The more people you please, the better your chances are of winning!”

“Couldn’t we have three guesses at the game, Dad?”

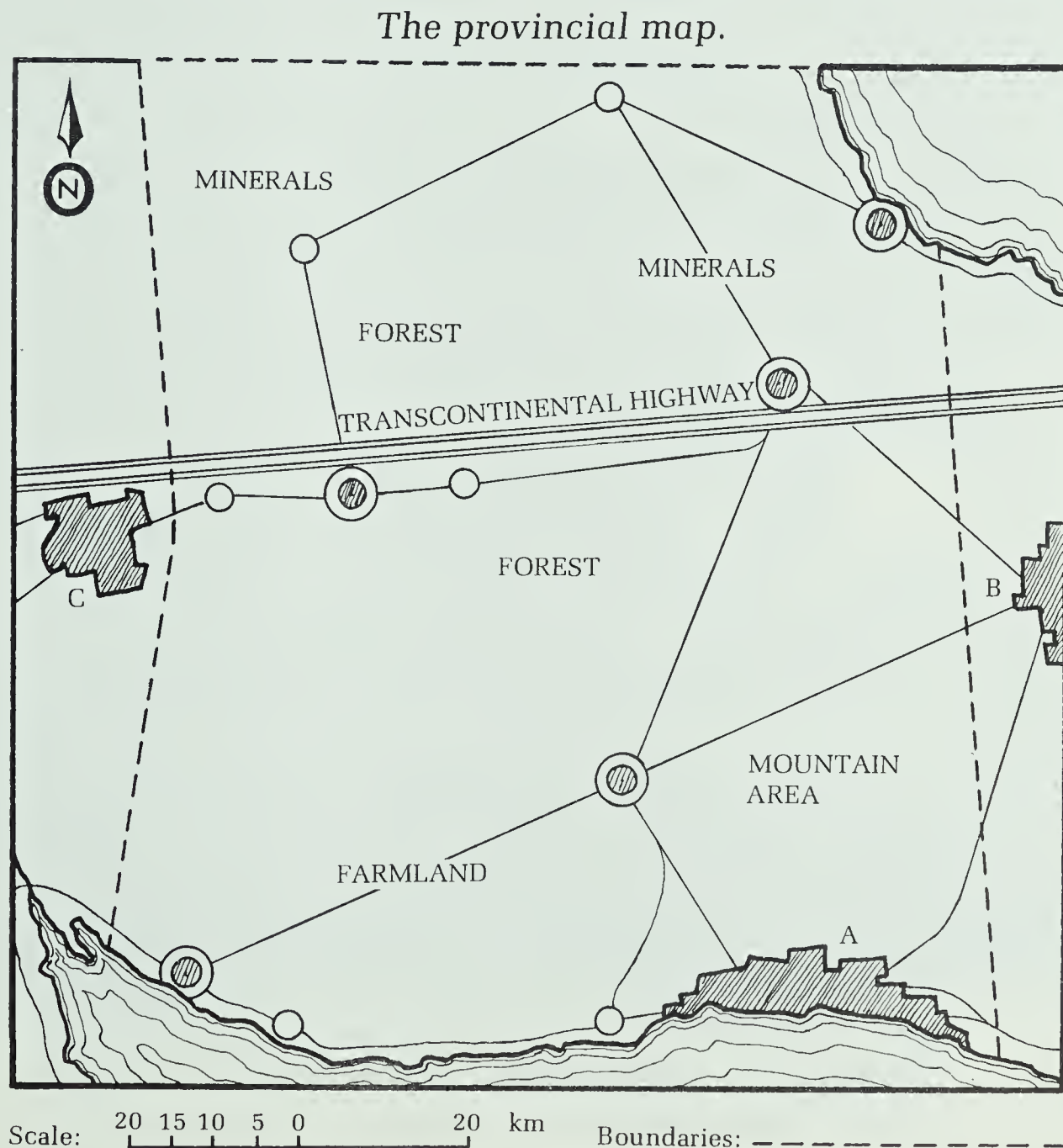
“No, Paul. If I tell you and Anne any more, I’ll be giving

too much away. Mother and I want you to think for yourselves. Meanwhile, if you want to stay my friend for life, help your sister clear the table and stack the dishes.”
“Right!”

* * *

“Paul, please unroll the map and tape it into position. Good. And here we have our imaginary province!

“The major city is marked ‘A.’ As you can see, there are five smaller cities and some towns linked by highways. We’ve also marked the natural-resource areas. This tells you that some people in the province are farmers, some work in forest industries, and some in mines. A province, like a



municipality—a town or city—has to be governed on behalf of its people. Here’s how the game goes. Imagine that both of you have just been on a trip around this province. You have visited many places and talked with all sorts of people. Using this map and the list Dad gave you yesterday, you’re going to try your hand at some development. You have lots of money, but not an endless supply.

“Father and I are going to be the PEOPLE. The number of points you score in this game will depend upon how much you please us. There are 60 points to be won. A maximum of 10 points can be scored for any one idea, if we feel that what you want to do will be good development for the province. In other words, your ideas will have to please most people, no matter where they live in the province. We, the PEOPLE, have to feel that you’re suggesting good development.

“I’ll now read off the list as a check. On it are the sorts of things that are dealt with by a provincial government:

- Providing schools and educational programs.
- Constructing and repairing roads, highways, and bridges.
- Supervising and selling land and natural resources (forests, fisheries, minerals, etc.).
- Supervising farming and farm products.
- Providing health and welfare services.
- Issuing various kinds of licences.
- Earning money by means of various taxes.

“Let’s imagine that each of you is a team. Anne, your team color will be *yellow*. Paul, your team color will be *blue*. Each time one of you scores, we’ll give you a yellow or a blue card for each point. Any questions? No? All right. You’re off and running!”

“I’ve heard you and Mom complain about taxes, Dad. Since I have lots of money already, I promise not to increase taxes. That’s easy!”



Courtesy Macmillan Bloedel Limited

Canada's forests stretch, in a wide belt, right across the country. They provide wood for industry, shelter for wild animals, and recreation areas for people.

“We obviously have a politician on our hands. What do the PEOPLE think that’s worth?”

“Well, I’m not altogether happy about the ‘no tax increase’ bit. I’ve heard this sort of talk before. But since I think Paul intends to keep his promise, let’s score 5 for blue. Here, then, are your 5 blue cards. Now, how about the yellow team?”

“I think I will do something about education. I want to make sure that any student finishing high school can go on to take special training, if he or she wants. So we may need an extra college or two. I will also do a study to see if some things being taught in school need to be changed. I don’t like to spend time learning dates.”

“That sounds a bit personal. Maybe you just don’t like social studies very much right now. However, we get the idea. Before the game began, the PEOPLE talked about a review of what is taught in schools. We decided to give 10 points for a study like that. So here are your 10 yellow cards.”

“My turn again? I’ve noticed that the only large highway is the transcontinental. I’m going to check *all* the roads in the province, and I’ll probably join cities A, B, and C with big, divided highways. Then people can visit back and forth more easily. This will also be good for businesses that use road transport a lot.”

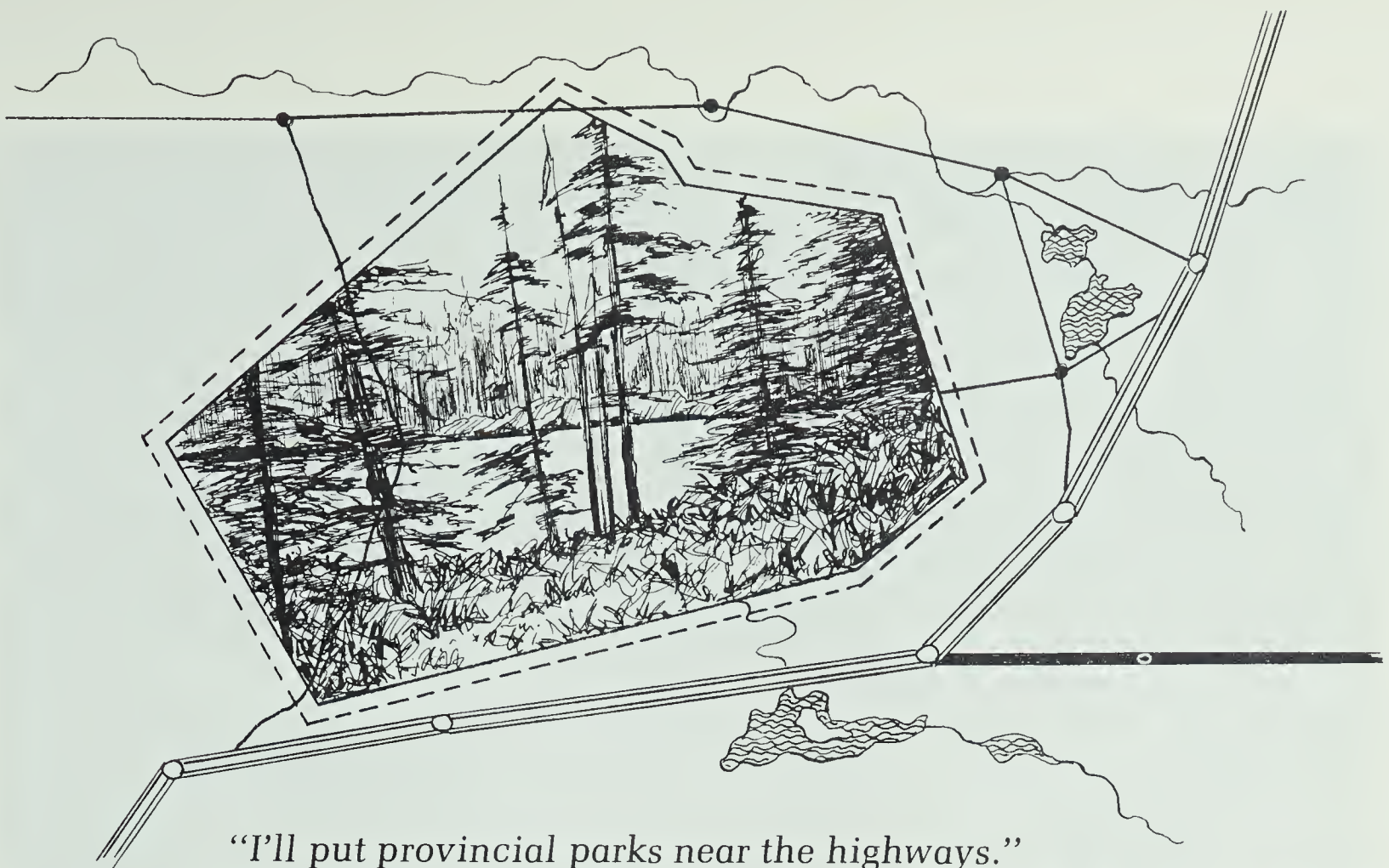
“Give the blue team a 10. Highways are very important for development. That was a good idea!”

“Well now, if Paul is doing something about highway development, I can plan provincial parks near them. And each park will have a special area just for kids to play in.”

“That’s my girl! This is my feeling exactly. It’s worth at least 7 cards. There they are!”

“Well, Paul, let’s hear your next idea.”

“I’ve been wondering about the minerals and the forests. If we allowed more mining and forestry companies to work in the province, we could make more things to sell to other provinces and countries.”



"I'll put provincial parks near the highways."



Supplied by the Ontario Ministry of Transportation and Communications

These are some of the wordless signs that are used in Canada and other countries today. They are much easier for drivers to "read" at all times.

"Well, if your Mother can say 'that's my girl!' to Anne, the least I can say to you is 'that's my boy!' It would mean a great deal of planning for such development. But I think it's certainly worth 10 points. Agreed, PEOPLE?"

"How can I say no? Both teams are coming up with very good ideas. Yes, that one is definitely worth 10!"

"Paul got ahead of me on the mines and forests, but I would count farmland in that development. I'd encourage



Courtesy Bethlehem Steel Corporation

Mining is becoming more and more mechanized. This machine can carry huge amounts of coal to underground conveyor belts, which then move the coal to the surface.

farmers to grow extra crops. Some of these crops would help feed the families of the new miners and forest workers. Some could be sold outside the province. If the farmers can be sure of selling their crops, they'll be happier."

"It's a strange thing, Anne and Paul, but something very interesting is beginning to show up in the choices you make. We'll tell you about it after the game. Meanwhile, the PEOPLE think that your farm deal is worth another 5 points, Anne. And what do you have now, Paul?"

"I'd like to carry on with my mines and forest idea. We will need more miners, more forestry workers, and more



Supplied by the Ontario Ministry of Transportation and Communications

A hundred years ago, with only dirt roads and horses, travel was difficult. But today, with highways and automobiles, travel is much easier.

people in factories that work with minerals and wood. So, won't I have to get a lot of extra people to come here from some other province or some other country?"

"That's right. You will have to encourage the immigration of people into the province. That, too, is something a provincial government deals with. For that development, we'll give you another 4 points. By the way, how are we doing on total points? Anne?"

“I’ve scored 22 so far.”

“Paul?”

“With my last 4, I have 29.”

“It’s your turn again, Anne. This could be a very close race!”

“I don’t know if it’s possible or not, but I’d like to build a big hospital, one for the whole province. It would handle the difficult illnesses and diseases that the other hospitals couldn’t manage easily. Doctors and nurses could do special study and training there. Could I do something like that?”

“Certainly. It’s a very good idea that we can put under medical development. Five more points for the yellow team! Four points left to win. What are you thinking now, Paul?”

“I’m trying to think of something to do. Let me see. Sure! I’ve got it! Look, there are at least three cities with dock areas that could be enlarged. These docks would be useful for shipping minerals, wood, and Anne’s extra farm produce.”

“That’s reasonable. As part of your overall resources program, that deserves at least 2 more points. Do the rest of the PEOPLE agree?”

“Yes, we do. It looks as though Paul is going to win with 31 points. What can you do to take the last 2 points, Anne?”

“Improve my work on education a little. I’ve always wanted to see the other provinces. As part of my educational development program, I’d like the schools to work out a plan so that our students can trade or exchange homes with students in other provinces. At least, during the summer to begin with. I think this would be a good thing to do during the school year too, don’t you, Mom?”

“Yes! And that’s certainly good enough for the last 2 points! This has been a good game. The blue team wins by 2 points. But you really have done well, both of you. Now, let’s take a break. The PEOPLE invite you to have a snack.

Then we'll show you just how the things you've been doing tie in with government."

* * *

"First, we'd like to explain the 'something very interesting' that showed up in your choices. They were made from different points of view. Each of you was concerned for the good of the people and the province. But your approaches were quite different. Paul thought in terms of how the people could help to develop a strong province. Anne thought that if the people were well cared for, the result would be a strong province. Both of these approaches appeal to people. Depending upon how a particular person thinks about these things, he or she would go along with one or the other of you."

"But that means we'd be splitting into two camps, Dad!"

"There's nothing wrong with that, Paul, if your basic aim is the same. And the aim is the good of the people! However, don't call this 'splitting into two camps.' Call this a difference between political parties. You see, your blue team and your yellow team are really the same things as a 'blue' political party and a 'yellow' political party. And that's one big difference between municipal and provincial governments. When it comes to who runs a province, people have the choice of two or more political parties."

"But how do you know which party to vote for?"

"Well, Anne, it's up to every party to make its plans for the province known. Each party has to explain what it would do for the people if it governed the province. We'll go back to the game to show you how!"

* * *

Meet the Party Leaders

“Electing the government of a province is not done in quite the same way as electing the government of a town or city. Instead of voting for one of several local candidates, people vote for the candidate of a particular **political party**. Instead of voting in wards, people vote in **electoral ridings**. Instead of successful candidates becoming councillors, successful candidates become members of the province’s **Legislative Assembly**. Instead of a mayor, there is a **premier**. The premier is the leader of the political party that wins an election, that is, the party that has the largest number of members elected to the Legislative Assembly.

“In our imaginary province, we have 60 electoral ridings. Any time there’s a provincial election, candidates from each of the parties try to get elected in each of these 60 ridings.”

“So that was why there were 60 points in the game, Dad! Paul and I were sort of party leaders trying to get our candidates elected. That makes Paul the premier, because he won.”

“Exactly. And you, Anne, go to the Legislative Assembly as the leader of the **official opposition**. You have your 28 elected members with you, which makes 29 in all.”

“And what does the opposition do? Just sit there?”

“No, no, no! It’s your job to keep the government—the Blue Party—on its toes. If Paul’s government does a good job, that’s fine. But if you don’t agree with what he and the Blues are doing, you start to make a fuss. Your job is to be the *watchdog* of the people. You have to watch that whatever the government does is for the good of the people. However, let’s go back a bit in case we miss an important point.

“Each of you, as a party leader, also had to be elected in a riding. The process of nomination for election is the same as in a municipal election. However, it’s your ideas that count and what the people in your riding think of you. In other words, your election campaign.



“What counts in an election campaign is your ideas and what voters in your riding think of them.”

“So let’s say you have been elected. You then represent the people of your riding in the Legislative Assembly. As party leader, however, you guide your party as well as represent the people of your riding.”

“And the Assembly is like the city council?”

“In many ways, yes, Anne. But there is one big difference. In order to stop any group of members of the Legislative Assembly from having complete and absolute control, there is always an official opposition. After all, the people might become very dissatisfied with the government they elected. And under certain conditions, the official opposition could become the government.”

“Then all I can say is that, in our province, Paul had better be careful. I would certainly like to be premier sometime!”

“If Paul is smart, he’ll be aware of this—all the time.”

“Is there anything to take the place of the board of control, Dad?”

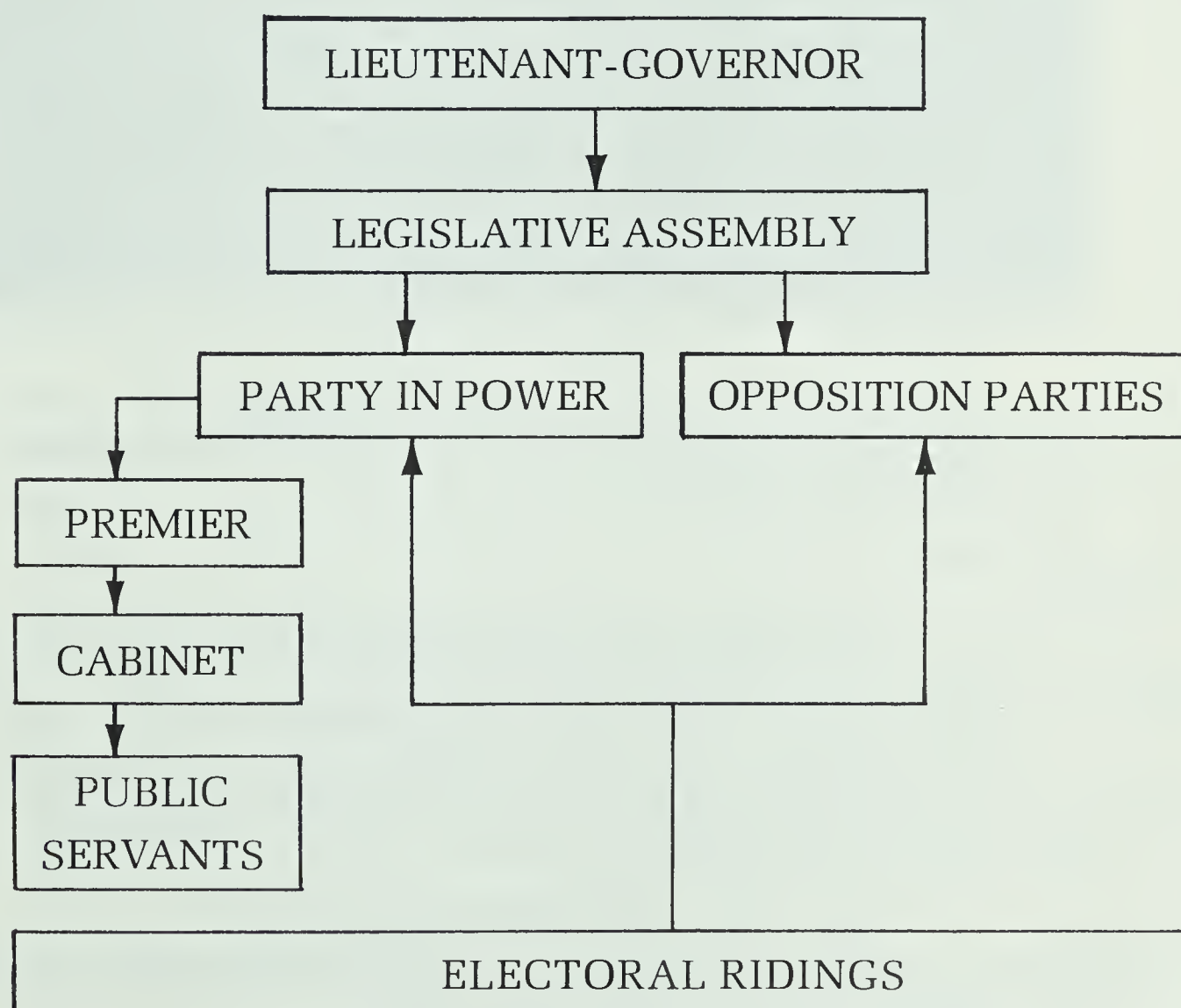
“There certainly is. It’s called the **cabinet**. The premier selects certain members of the party to be **cabinet ministers**. Each minister has a department of government to watch over. He or she has to explain to the Legislative Assembly why that department does or doesn’t do various things. So there is a Minister of Education, a Minister of Health and Welfare, a Minister of Finance, and several other ministers.

“In a provincial legislature, or law-making group, there will be:

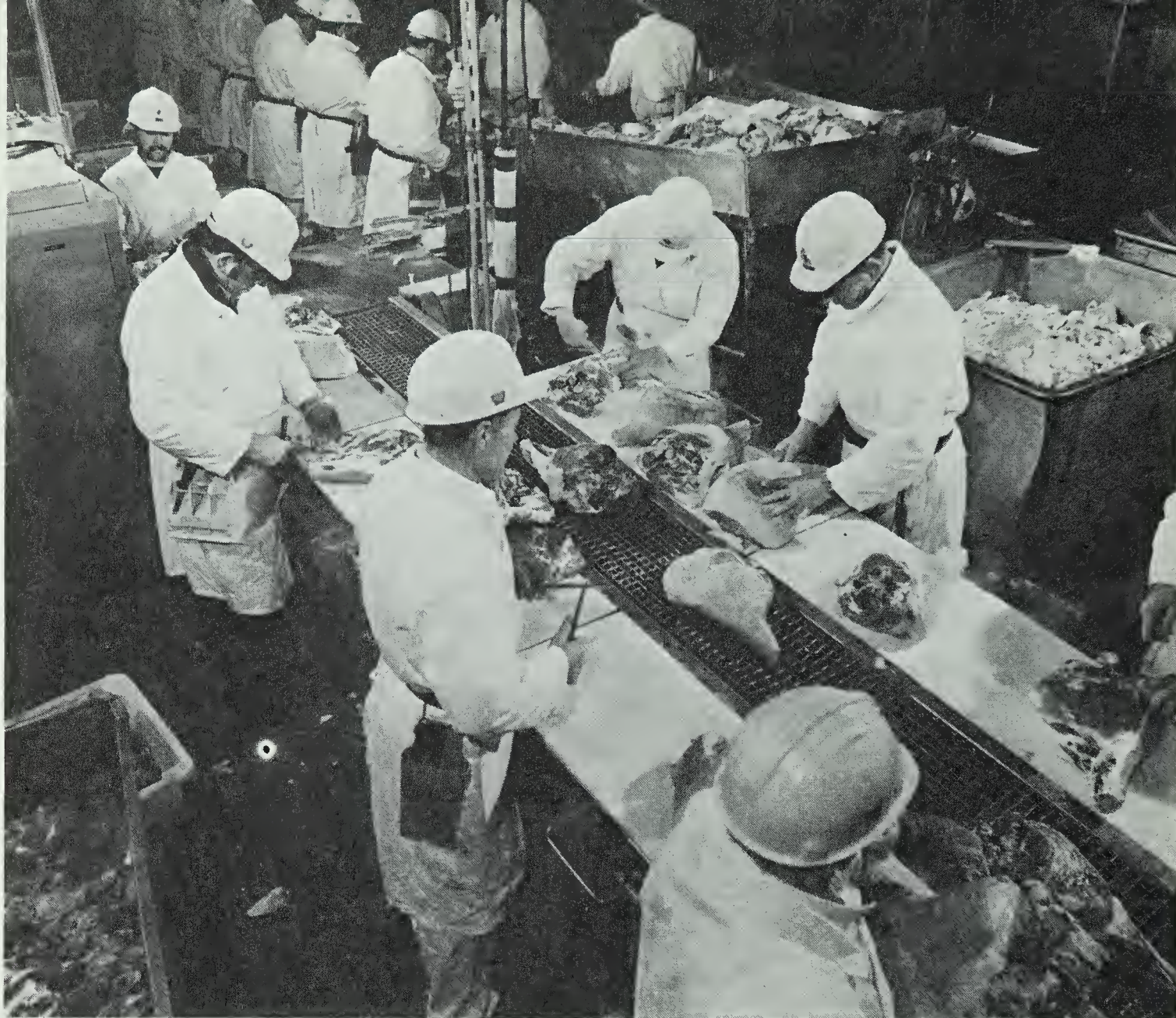
Members of the Legislative Assembly (MLA’s):	The elected members.
The government:	The party with the most elected members becomes the government.
The premier:	The majority party leader.
The cabinet, or executive:	Ministers in charge of departments.
The leader of the official opposition:	The leader of the largest minority party.
The opposition:	Members of all minority parties.

Here's How it Happens

“Every time a provincial government wants to do something for the people, it presents this policy or program to the whole legislature as a **bill**. Every bill has to be examined three times. In what is called its *First Reading*, the bill is explained. In the *Second Reading*, it is discussed and debated. This is the time when the opposition tries to get changes made, if these members of the legislature don't agree with everything written into the bill. Then the bill is given a *Third Reading*, and a vote is taken. If a majority of the members vote in favor of it, the bill has been *passed* and goes on to become law.



This chart shows how a provincial government works.



National Film Board Photothèque/Photo by George Hunter

In food-processing plants such as this one, strict government standards are set. The quality of the food, the hygiene of the plant, and the safety of the workers are all protected.

“However, this is only a part of the work that an opposition does. Can you think of an example of a policy that might be opposed? Maybe then I can give you a better idea of what goes on in the legislature. Any ideas?”

“Well, there’s always a fuss when taxes go up, Mom. Let’s tax something!”

“O.K., Paul. But what shall we tax?”

“Why don’t we tax the food sold in supermarkets and stores. Nobody would like that!”

“Let me see. Yes, I think that sort of food tax would be a good example. Here we go then!”



“By means of letters, telephone calls, meetings, and so on, the public lets the government know what it thinks.”

“The government decides that it needs more money. So, it introduces a bill into the legislature to put a small tax on food. The opposition agrees that there should be more money in the provincial treasury. However, it feels that a tax on food would be hard on poor people. So, living up to its name, the opposition decides to oppose the bill. The opposition makes sure that the details of the readings on the bill are reported to the people in the newspapers, on television, on radio, and by word of mouth. Since there will certainly be a public reaction to such a tax, people show their concern to the legislature.

“By means of letters, telephone calls, meetings, and so on, the public indicates that it doesn’t want this tax. The opposition will probably use the comments made by the people in its arguments against the bill. The government

now has to start thinking about either changing or *withdrawing*, that is, taking back, the bill. If something isn't done, the government risks great unpopularity and possible defeat at the next election."

"But Mom, is it wise for a government to back down? Isn't this being weak?"

"Of course not, Paul! No political party can judge public opinion correctly all the time. If a government happens to misjudge the wishes of the people, it's the opposition's job to notice the error. And a wise government will correct its error. There's nothing weak about that!

"In our particular case, the answer might be to make up a list of 'luxury' foods and tax these. This would leave essential foods—bread, milk, and so on—untaxed. The chances are that the government and the opposition could work this out together. Since the money is still needed, a better way has to be found to get it."

"I can see where I could give Paul a rough time once in a while. But is that *all* I have to do, Mom?"

"No, Anne. You would spend a lot of time advising and supporting the government in its actions. You're not there just to criticize. Remember, each of you has the interests of *all* the people at heart. However, you do keep a constant watch on the government. You try to make sure that it does only those things that have the approval of the people. This is the main reason for your being the official opposition."

Government by the People

"That's great for Anne. But why should I be stuck with a lot of disapproval from the opposition a lot of the time? That doesn't sound like much fun!"

"The disapproval is not coming directly from Anne. What is really happening is that the people are saying something, Paul. They are telling you, 'Govern wisely and well. If you don't, we have someone else to take your place.'

We won't hesitate to make a change at the next election.' After all, any employer is entitled to say the same thing to anyone hired to do a job. 'Do the work properly, or I'll get someone who can!'

"We are free to elect the government we want. We are just as free to make a change, should that be necessary. In other words, 'Government of the People and by the People.'

"Here's hoping that your Father and I have helped you to understand a bit more about government. At least, you have the elements! If you'd like to know more about either provincial or municipal government, remember that we're here to help you to find the books and do the research.

"Meanwhile, if you politicians ever feel like learning something about an even bigger job of government, just let us know. We will probably have worked out a game for that, too. With any luck, we'll be ready for you!"

Part Two Review

1. In your notebook, copy the words or terms from the left-hand column. Write the correct explanation from the right-hand column beside each. There will be no explanation for one word or term.

(a) bill	A district whose voters elect a member of the Legislative Assembly.
(b) premier	
(c) political party	Chief official of a political party.
(d) Legislative Assembly	Group of people elected to make laws for a province.
(e) official opposition	Groups of persons who agree on what things a government should do for the people.
(f) riding	
(g) party leader	Suggested law proposed by a member of a Legislative Assembly.
(h) cabinet minister	Leader of a provincial government.
(i) leader of the opposition	Chief official of the political party with the second largest number of elected members in a Legislative Assembly.
	The head of a department of government.

2. Would you rather be a party leader, a cabinet minister, or a member of the Legislative Assembly? Give at least one reason for your answer.
3. As the premier of your province, when do you represent the people of your riding? When do you represent *all* the people of the province? Name at least one example of each.
4. People in a small town have been informed that their main street is to become part of a major provincial highway. Most of them do not like this development at all. What can they do about it?
5. Premier Paul would like to develop a better highway system. Can you name at least three members of the Legislative Assembly who would get together to talk this over and get things started?
6. Your family is planning a vacation in the province this year. You will be going by car and using public facilities for camping and picnics. Name three provincial services you would use and at least one ministry.
7. Anne would like to build a hospital. Plans have to be made about its type, location, cost, and so on. Who will be involved in making these decisions? Which ministry will have a major interest in the decisions made?
8. A provincial government has to look after many things. List five of these.
9. Describe the stages a bill must go through before it can become law.

Part Three

YOUR FEDERAL GOVERNMENT

Part Three: Your Federal Government

Getting Things Ready

“We haven’t driven this way for a long time, have we, Dad?”

“Mainly because we don’t go looking for antiques very often, Paul. There’s an old farmhouse out here. It’s one of the few places where your Mother and I can buy the sort of things we like. And the prices are reasonable.”

“Mom, do you think we might stop and look at those apartment blocks on the lakeshore? They ought to be finished by now. Remember the ones? I said they were going to be ‘glamorous’ and you thought that they were ‘interesting.’ ”

“Of course I remember, Anne. Paul liked them because he had his eye on the penthouses, the apartments right at the top. Sure we’ll stop. But don’t ask us to rent anything. We’re quite happy with the house we have!”

“I promise. Anyway, I like our house, too.”

* * *

“There they are, Dad! I was right. They are glamorous. And look, Paul, they’ve even put trees right on top for the penthouses.”

“Boy, what a place to live. You can probably see right across the lake from up there. And you’d be able to get every television station in North America!”



“Someone knew how to unify everything into a very handsome whole.”

“Your Mother hasn’t said a word yet.”

“I agree with Anne. They are beautiful. Each apartment block is a different shape, but this doesn’t look odd. That’s because the designers have done such a good job of landscaping. The trees, lawns, rocks, pathways, and pools all blend together. Even the little administration block fits in nicely. Someone knew exactly how to unify everything into a very handsome whole.”

“That’s it!”

“That’s what, Dad?”

“Hush. I’m thinking.”

“Quiet, children! Dad needs time to think. Paul, don’t you say a word!”

“He can’t, Mom. He’s struck dumb by the thought that Dad can think.”

“And to show you I can, I’ve just thought of a theme for the third part of our government project. We can use this apartment complex. Your Mother’s remarks about the administration block and unifying, or blending, everything into a whole gave me the idea.”

“I don’t see any connection between buildings and government, Dad.”

“Look at it this way, Paul. The designers have taken a lot of apartments and fitted them together to make, let’s see, 10 blocks. Each block is different in shape, in number of apartments, and in height. On the outside, someone has given them a kind of unity by landscaping. On the inside, they probably really are unified by a single source of electric power, a single source of water, a single heating plant, and a single garbage-disposal unit.”

“But what has that got to do with government, Dad?”

“Well, just imagine that each apartment is a municipality, run by the people who live in it. Join a lot of them together, and they become a block, or province. Each block is operated by a management that keeps it in repair, cleans it, and generally looks after the interests of all the people. There are 10 of these blocks, or provinces. Now, another management is needed to make them all into a ‘whole.’ They are all well-supplied with light, water, and heat. And the people who live in them have been given well-designed grounds in which to play, walk, and relax.”

“And you want us to do the same thing in our project, Dad?”

“Yes, Anne. It shouldn’t be too difficult. We know something about municipalities and provinces. Now let’s try our hand with an entire country. This time, all four of us can work at it. Here’s my idea.

“Canada has 10 provinces that have *federated*, or united. These 10 provinces are side by side, with an ocean on the east, on the west, and on the north. There has to be a



National Film Board Photothèque/Photo by Hans Blohm

The Houses of Parliament—the Senate and the House of Commons—are in this building. The central Peace Tower has a lookout, a carillon of 53 bells, and a Memorial Hall.

federal government, a sort of overall management, to keep this union strong, healthy, and safe. We'll each do our own investigation of the sorts of things that a federal government has to do for all these provinces. And then I have a special way that we can show all this. You know how wall maps can be illustrated with strings, pins, symbols, cut-outs, and so on? Well, we'll make things to illustrate our ideas and decorate our map. How's that for an idea?"

“It’s a good one. But how would we know what sorts of things to illustrate, Mom?”

“If I prompted you, Paul, I bet you could think of four or five things right away. But just in case you can’t think of any, ask your teacher some questions or go to the library. In other words, do some research. Do some digging for information. And when you have about half a dozen ideas, figure out some way to show them on a map. How you do that will be up to you.”

“But, Mom, what if we all think of the same things?”

“My goodness, Anne, you are a worry wart. We’re bound to think of some things that are the same. However, we’ll each take turns and illustrate one thing at a time. That way, everyone will get a fair chance. Why not keep what you’re doing secret and promise not to worry about what the others are doing? Is it agreed that nobody tries to sneak a peek at anyone else’s ideas?”

“O.K., Mom.”

“O.K., Mom.”

“I agree, too, Mother. Next week, we’ll have a map-decorating session. Let’s aim for Thursday evening.”

* * *

“Dad, it’s Thursday. Did you make the map?”

“Yes, Anne, I did. I hope everyone’s done their ‘homework.’ I’ve been watching all week and haven’t noticed anything unusual going on. I’ve always known that this family is smart!”

“Of course, Dad. We’ve all seen far too many mystery movies not to be able to keep a few things under cover. Everybody is ready and raring to go!”

“Would you mind doing something for me, Anne? I have to make a few phone calls. While I’m on the phone, would you get things ready? Why don’t we use that old table in the basement this time? If we’re using pins, a few more pin holes in that table won’t matter. You’ll find the map on the desk in the workroom. And the red box there has my bits and pieces in it. Don’t sneak a peek!”

“Really, Dad! What makes you think that I would do a thing like that?”

“Of course you wouldn’t, Anne! You’ve never ever been inquisitive, have you? On your way, you might ask your Mother and Paul if it’s all right with them to start in about half an hour.”

Building a Country

“Well, let’s get going on the third part of our project— federal government. Here’s the map we’re going to decorate. The boundaries and capital cities have been marked.



■ NATIONAL CAPITAL
- - - - - NATIONAL BOUNDARIES

● PROVINCIAL CAPITAL
- - - - - PROVINCIAL BOUNDARIES

The federal map.

Otherwise it's completely bare."

"In that case, Father, we'll have lots of room to cover it with some 'unity decorations.' I suggest that Anne takes first turn, then Paul, then you, and then me. Agreed?"

"Fine. By the way, here's a tube of glue. I expect we'll all need it. Now, what do you have, Anne?"

"A national airline, that's what! I've drawn a bunch of airport runways, one airport for each large city. Give me a minute and I'll stick these on. Then I'll join them all with light blue lines and glue these small, plastic planes here and there along the lines. That's air transport, coast to coast! Of course, some planes will fly to other countries as well. Is that all right, Mom?"

"That's the idea! The federal government controls air transport. However, may I suggest a couple of things, Anne? Make the lines red. That is the color used by Air Canada, the airline operated by the federal government. And how about one or two blue lines into and out of the North? Other airlines fly there! Air transport is one way in which Canadians living in the Yukon Territory and the Northwest Territories keep in touch with each other and with Canadians in other parts of the country."

"How about that! She's not only used one of my ideas; she's used my planes, too. And I didn't even miss them! Well, I have another idea: law and order. I've used Canada's police, the Mounties. I've made an R.C.M.P. cut-out to link the country from coast to coast. I think I'll glue the cut-out right across the top of the map. Like that!"

"Well, Mother, I can see that it's going to be a job keeping up with these children. What do you have for us?"

"The federal government is in charge of our relationships with other countries. So I have lots of foreign flags, which I'll pin all around Ottawa, the nation's capital. Each flag represents an embassy, the building in which another nation keeps its contacts with our country. How's that?"

“We’re doing fine. The map is already beginning to look quite colorful. I thought I’d do something about communications. The federal government makes the rules for radio and television broadcasting. I’m setting up direct telecommunications between the federal, provincial, and territorial capitals by putting relay masts on each boundary. These help to give radio and television programs national coverage. Look, I can do cut-outs, too. Here they are! And that ends a very good Round One.”

“I can hardly wait for Round Two. May I go first this time, Mom? I couldn’t stand it if Anne had another idea the same as mine!”

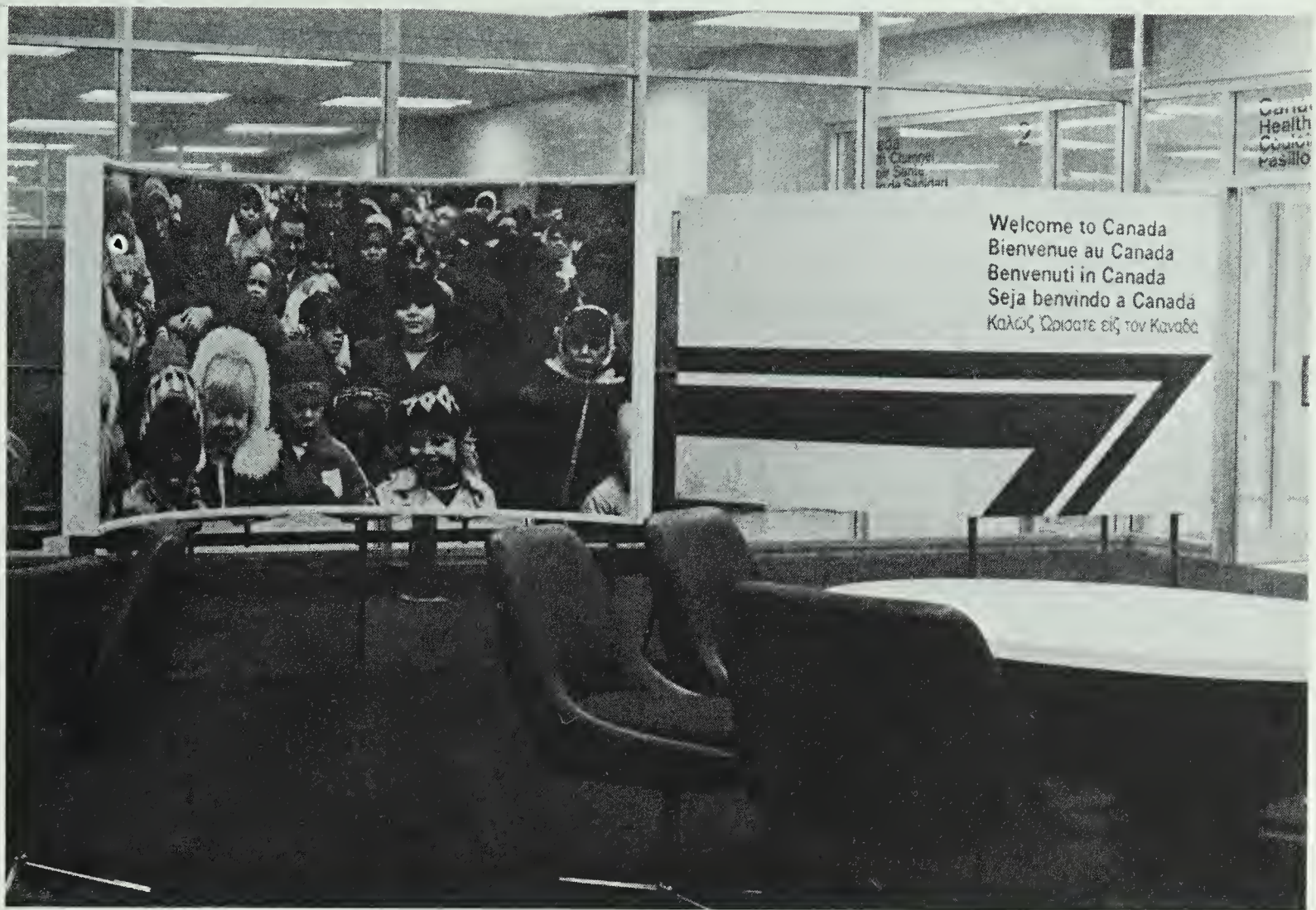
“All right. I think I can guess what you’re going to do. Types of transportation, isn’t it?”

“Yes, but Anne beat me to one of them. I was going to do all three in one go. But I’ll have to settle for two, a railway and a highway, both transcontinental. I’ve used lots and lots of sticky ribbon paper. The highway has cars on it and the railway has trains running along it. Both the Trans-Canada Highway and Canadian National Railway were planned by the federal government to help unity.”

“What a great idea, Paul! It must have taken you hours to draw all those. For my turn, I have just one drawing, but it shows three things. Every month, the federal government pays some money to older people and to families with children. It sends these allowances by mail. The federal government operates the mail service. So I’ve sketched a mail carrier’s bag and marked it ‘Canada Post.’ The bag is full of letters. The two in front are marked ‘Old Age Pensions’ and ‘Family Allowances.’ How’s that?”

“Great! That’s a very neat way to show three ways in which the federal government works. Both of you have really been thinking. It’s up to you again. Mother.”

“On this one, I’ve done something similar to Paul. I’ve cut out two boat illustrations and decorated them with different foreign flags. That’s to show that they are bringing immigrants from many countries. One is heading into a port



Ministry of Manpower and Immigration

Immigrants play a major part in Canada's development, and we have immigration officers in more than 30 countries. Newcomers are welcomed to Canada in airport reception areas like this one.

on the east coast and another into a port on the west coast. Like a provincial government, the federal government also helps immigrants settle in Canada."

"Oh, Mom, I like that. That's really neat. Beat that one, Dad!"

"I can't. But I think your Mother has been reading my mind. I've done much the same thing. I've used pictures of freighters and piled their decks with cargo. We have ports on each coast, and so I've shown ships arriving and leaving. There you are, that takes care of overseas trade! The federal government works hard arranging sales of our products to

other countries, as well as arranging the purchase of their products for us.

“It’s quite a busy country we have. I think we should settle for just three rounds. It may become too complicated if there are more. Last chance, Anne. What do you have now?”

“I’m back with my great love again—parks! I found some old garden catalogues in the basement. I’ve cut pictures of trees and flowers from them to represent federal parks, or national parks as they are called. They’re not in exact positions, and there isn’t room to show one in every province. Mind you, I’d like each park to say something special about the province. Things like the sea, the mountains, the lakes, or the forests. All right, Mom?”

“A very nice thing to do, Anne. You can be sure that people are glad to have national parks. Can you do the same as we did for the airlines? Can you put a park in the Northwest Territories and another in the Yukon Territory? You can? Good!”

“Now, Paul, it’s your turn again.”

“National defence is my contribution. I’ve drawn something a bit far out! Balloons with members of the Canadian Armed Forces in the baskets underneath them, sort of on guard with telescopes! One goes here in the east, and the other in the west.”

“I had no idea you two could be so original. This project has taught me a lot about you and I really like the things you’ve been doing. Mother, it’s your turn.”

“Well, there are lots of ways in which a federal government has to handle money. There are banks, taxes, trade deals with other countries, and so on. So I’ve made a charm bracelet by gluing pennies to a fine chain. I think I’ll loop it across the country, with a penny for each province and the two territories.”

“I wondered when we would get around to money. Your pennies tie in nicely with my idea. Some parts of the country are rich, because of natural resources and trade. Others are not. So the federal government sets aside some of



Central Mortgage & Housing Corporation

A place to live and a place to play! The federal government, working with other governments, helps to provide low-cost homes like these.

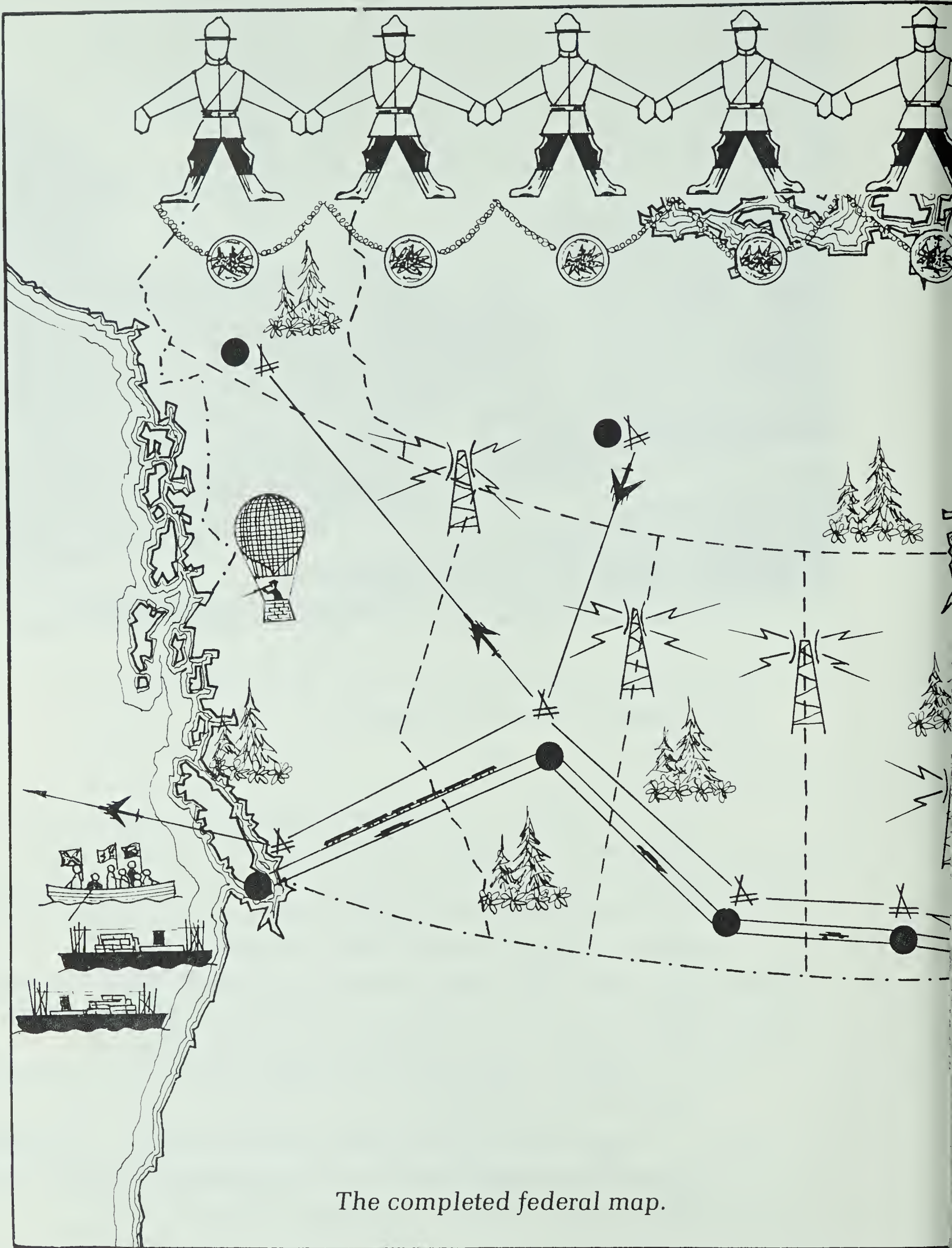
the tax money it collects, and I've drawn a 'gold pie' to represent this money. When the pie is divided up, the biggest pieces go to areas of Canada that need more money for services and development. These pieces of the pie help to even things up across the country.

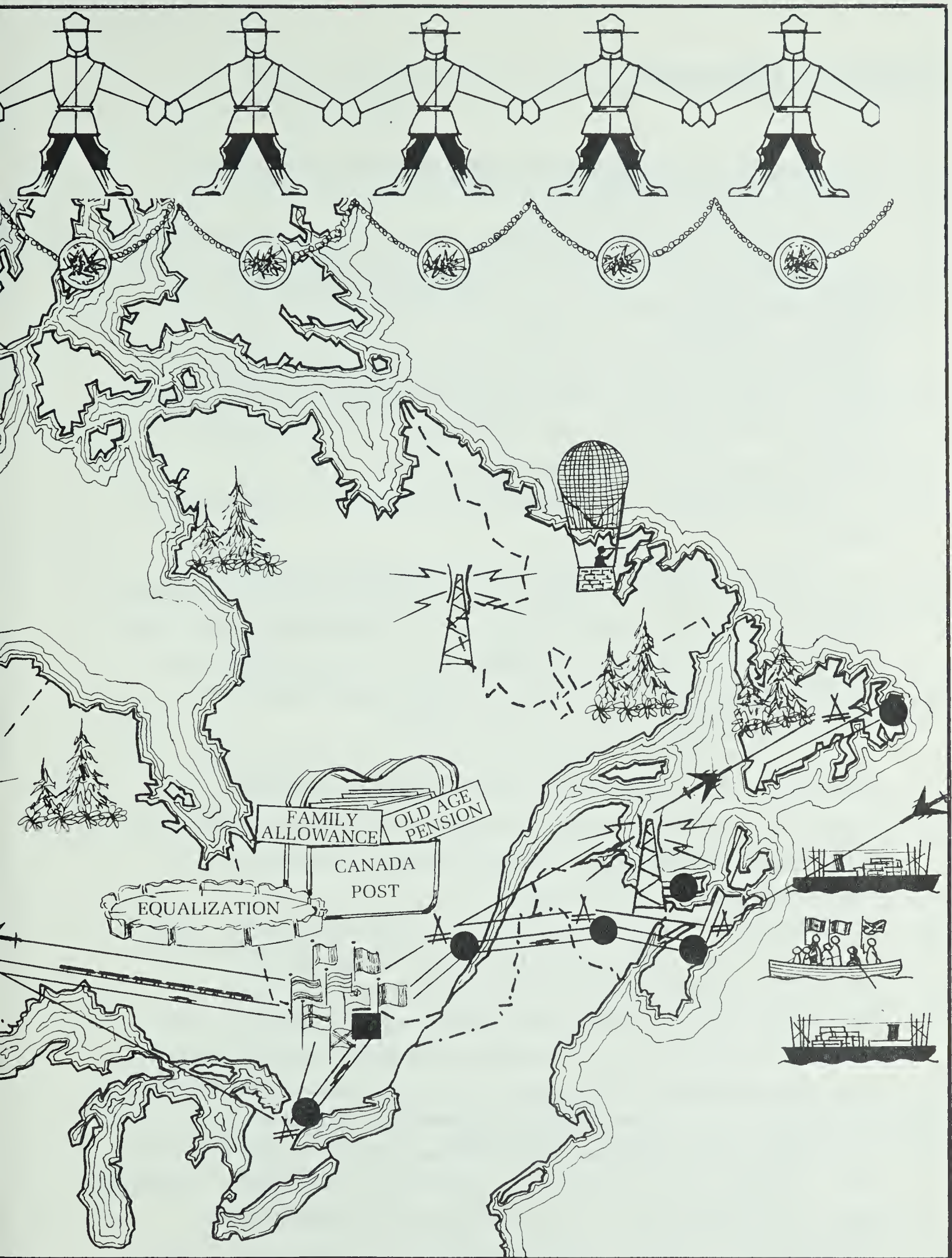
"And there we have our map! I really think we ought to find some way of framing it. It tells a lot about Canada, and I'm sure that we can find some place to hang it!"

"That's a good idea, Dad. Then we'd have a permanent record of our project."

"Right! I'll look after that. But we've been in the basement long enough and it's a nice evening. Why don't we take a walk—and the ice cream is on me!"

* * *





Here's How it Happens

“Let's finish by finding out a little about how the government of Canada is organized.

“We know something about political parties from the first two parts of our project. There are usually three or four different parties contesting a federal election. However, a federal election is much like a provincial election. Candidates are nominated in each federal **constituency**, or riding, in the country. Then, the candidates of each party trying to be elected explain what their party would do for the people if it governed the country.”

“Who decides how many candidates are to be elected, Dad?”

“That's done by what is called *representation by population*, Anne. In other words, each member represents a certain number of voters. Suppose it is decided to have one member represent every 50 000 voters. Suppose there are 10 000 000 voters. How many members will there be?”

“Just a minute. There will be 200!”

“Right first time. There would be 200 federal constituencies, or ridings, with one member from each. Let's say there were five political parties in the contest and each nominated a candidate for every riding. There would be 1000 candidates for 200 seats.”

“Gosh! Do you mean that 800 candidates would lose?”

“Yes, that's what would happen. There is only one successful candidate in each constituency. As in a provincial election, the party with the largest number of elected members forms the **government**. Its leader becomes the **prime minister**. The party with the next largest number of members forms the **official opposition**. Its leader becomes the **leader of the official opposition**. Members elected from other parties form part of the opposition. In Canada, we have 282 constituencies. So, there will be 282 **Members of Parliament**, as they are called, who meet and work in the

House of Commons in Ottawa. In the House of Commons there will be:

Members of Parliament (MP's):	The 282 elected members.
The government:	The party with the most members becomes the government.
The prime minister:	The majority party leader.
The cabinet, or executive:	Ministers in charge of departments.
The leader of the official opposition:	The leader of the largest minority party.
The opposition:	Members of all minority parties.

“Now we come to a big difference between federal and provincial governments. A provincial legislature, or law-making group, meets in just *one* place to discuss and debate the making of laws. There is only one meeting-place, or **house**, of government in a province. It's called the Legislative Assembly. A federal legislature meets in *two* places. There are two houses in the case of the federal government.”

“But, Mom, we already have a government in the House of Commons. It's the party in power, the party with the largest number of members elected. Why do we need a second house? Is it a 'rival' to the first one?”

“No, it certainly is not, Anne! This second house acts as a place for second thought. In Canada, the second, or upper,

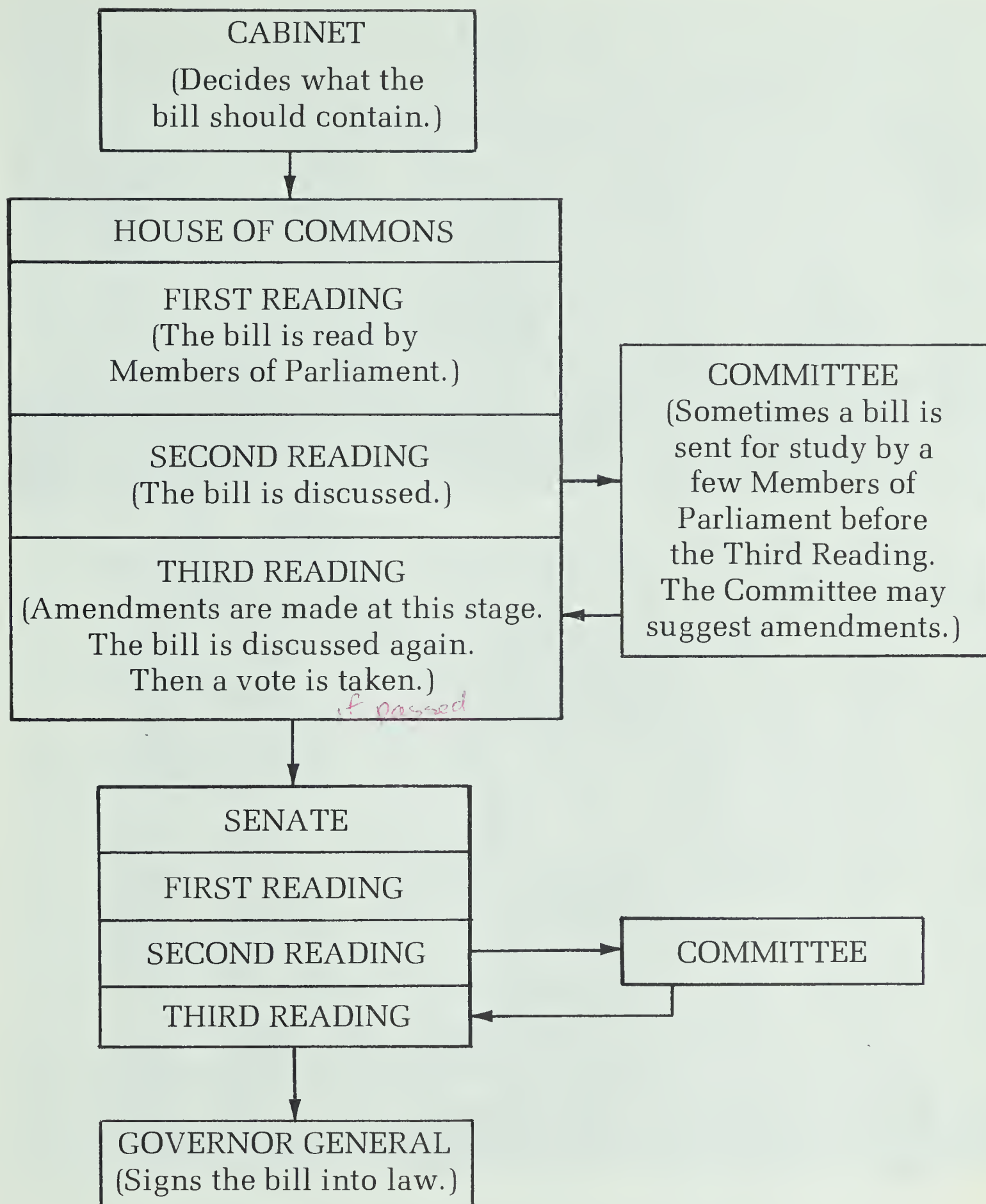
house is called the **Senate**, and its members are called **senators**. Their job is to take a close look at all bills passed from the lower house, that is, the **House of Commons**. Senators are not elected. They are *appointed* on the recommendation of the prime minister. They work in the Senate until such time as they retire.”

“Well, this seems a bit strange to me. Why can’t the party in power handle everything, Mom?”

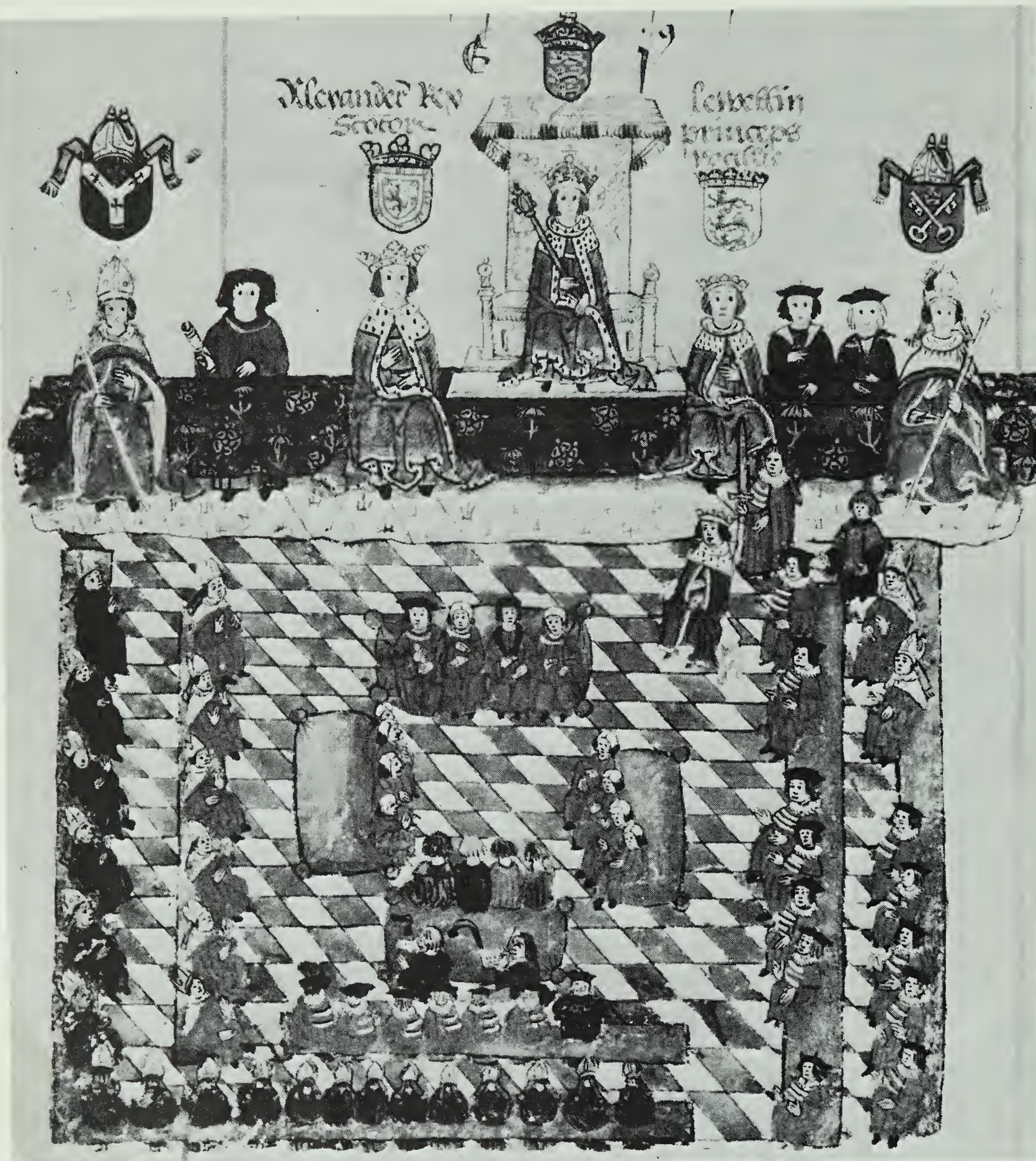
“It isn’t really strange, Paul. If you look at the whole procedure, this is just one more way of preventing a government from becoming too powerful. Let’s follow the passage of a bill and you’ll see what I mean.

“Every time the government wants to do something for the country, it presents this policy or program in the House of Commons. This proposal is called a **bill**, and each bill has to be read three times in the House of Commons. At the time of the *First Reading*, the bill is explained. At the *Second Reading*, it is discussed and debated. This is the time when the opposition looks for any weaknesses and, if it finds any, argues for changes, or *amendments*. Then the bill is given a *Third Reading* and a vote is taken. If a majority of members vote in favor of it, the bill is passed. It then goes on to the Senate. Each bill from the House of Commons gets another examination in the Senate. If it is passed after three readings, it will become law. So you see, it’s not simple for a government to make a new law. There are six readings, as well as a lot of debate and discussion.

“There is one further stage before the bill becomes law. Final approval of the bill has to be given by the **Head of State**. Because our country is a **monarchy**, the Head of State is a **monarch** (a king or a queen). The final approval is given by the monarch. In our particular case, the **Governor General**, who is the monarch’s representative in Canada, signs the bill. By the way, each province has such a representative, too. He or she is called a **lieutenant-governor** and signs approval of all bills passed by the Legislative Assembly.

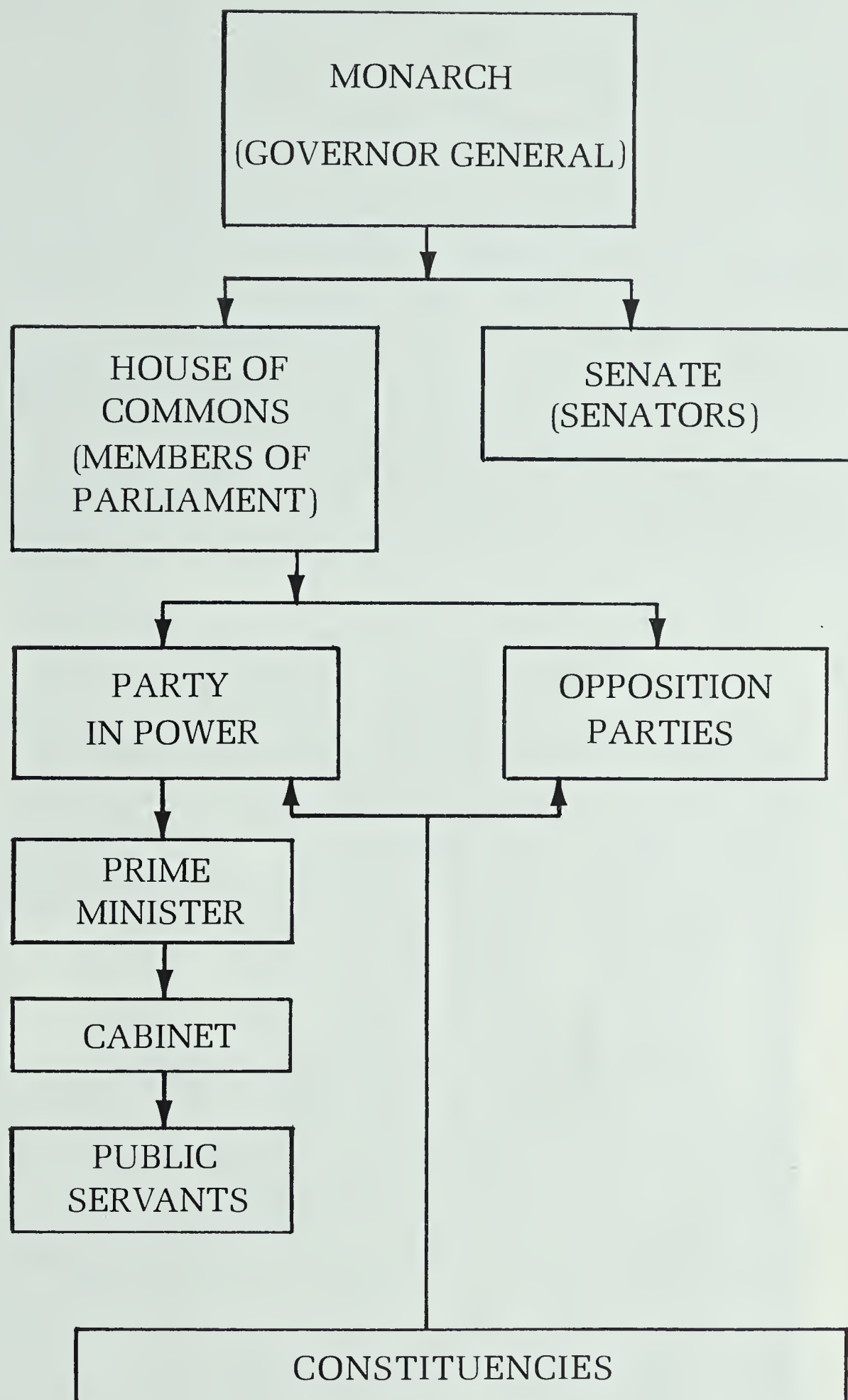


This chart shows the stages a bill must go through before it can become a federal law.



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An early Parliament in England, about 700 years ago. The king presides over a meeting that includes the ordinary or "common" people. This was the origin of the House of Commons.



This chart shows how the federal government, including the Senate and the House of Commons, works.



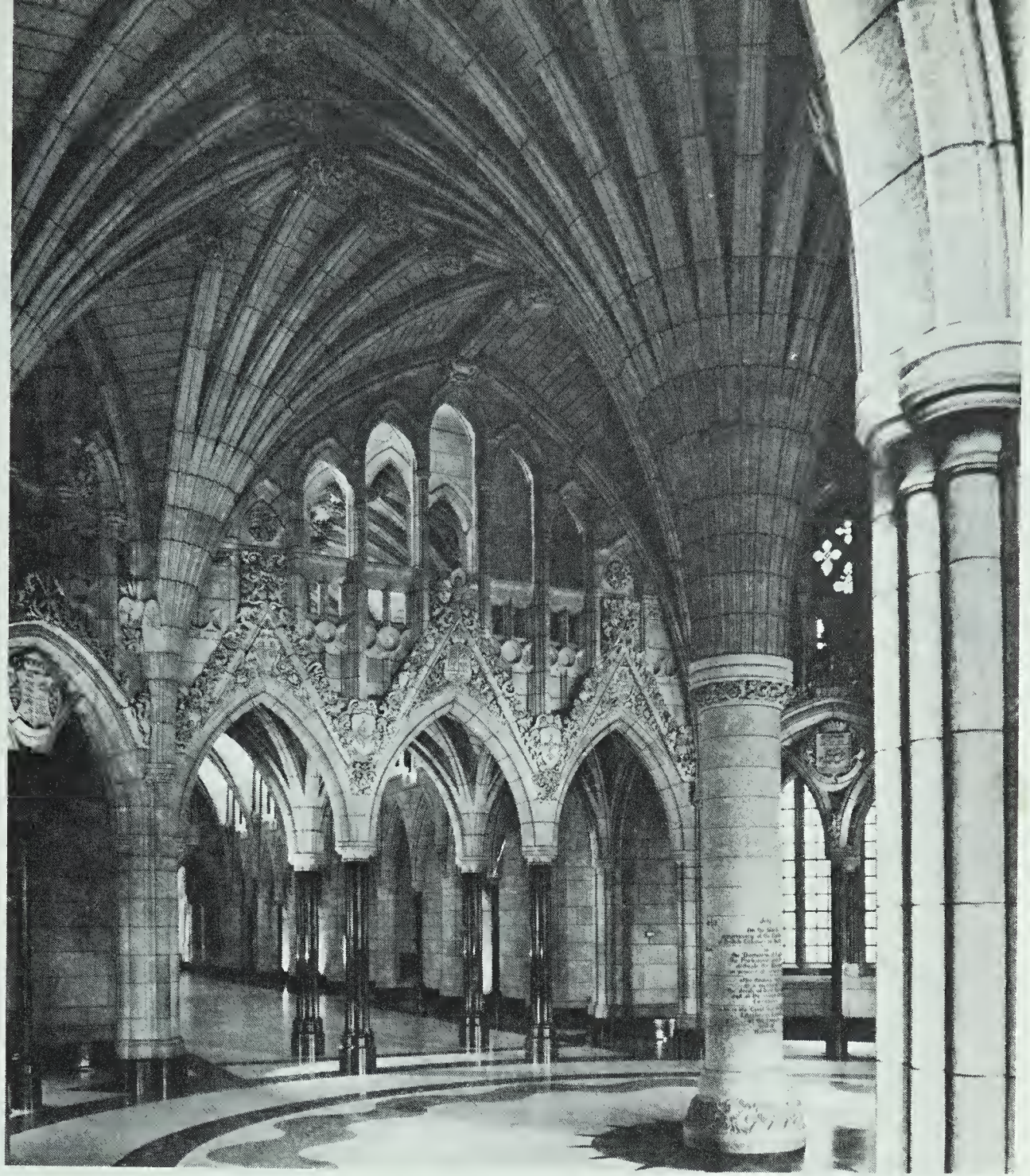
Courtesy of Mr. W. Gibbons, Vancouver

When the House of Commons is in session, the Speaker of the House sits in the centre at the far end of the chamber. The government party sits on the Speaker's right. Opposition members sit on the Speaker's left.



National Film Board Photothèque/Photo by Chris Lund

The Senate is in session. As with the House of Commons, people can observe and listen from a public gallery.



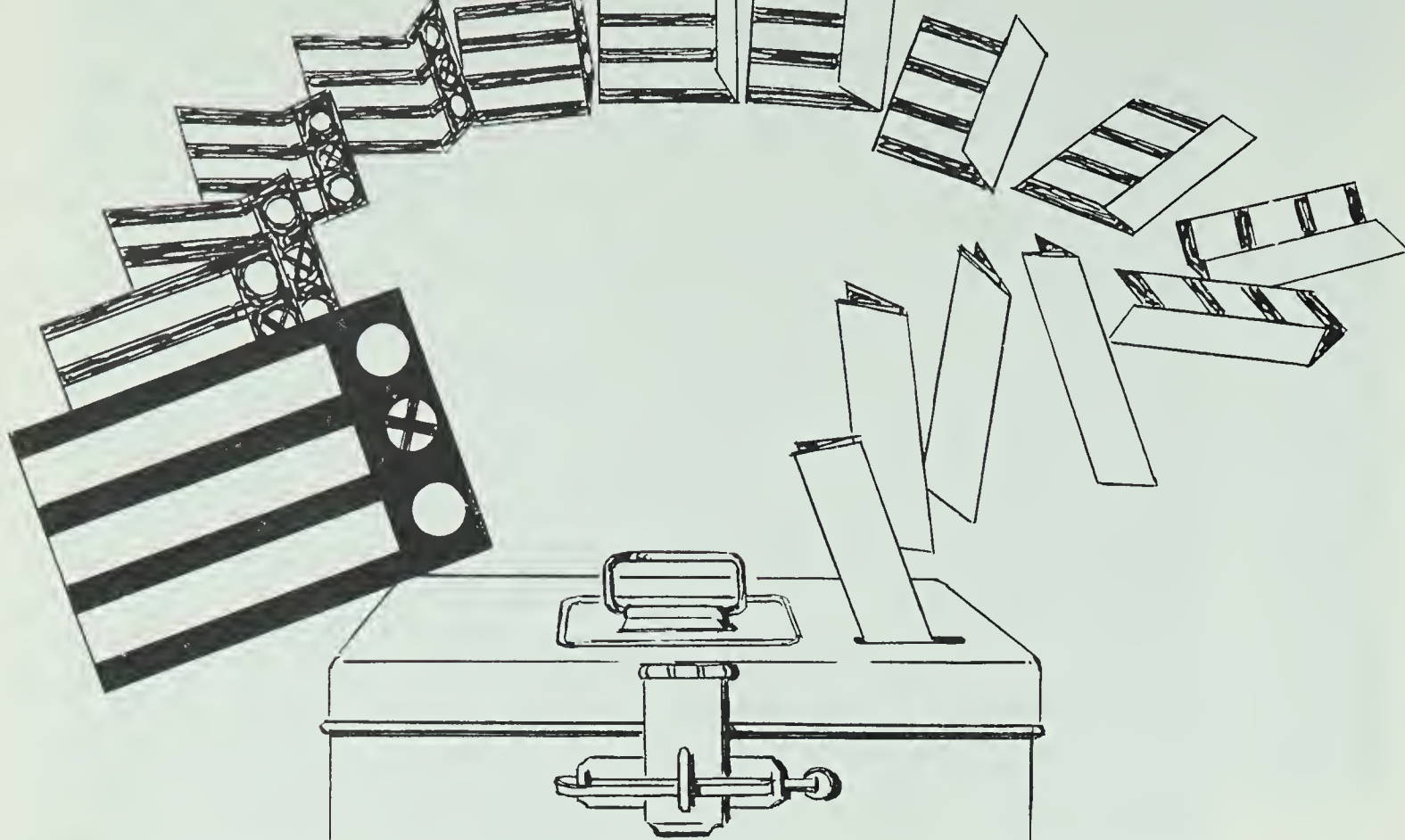
National Film Board Photothèque/Photo by Chris Lund

Pillars and arches support each other to form Confederation Hall in the building in which Parliament meets. In the same way, Canada's governments work together to make a strong country.

“Parliament, then, consists of the monarch (represented by the Governor General), the Senate, and the House of Commons.”

* * *

“Well, now you know quite a lot about government. It is everything from ordinary people doing something about apartment buildings or docks to monarchs approving bills. I hope that you've enjoyed it all as much as I have!”



“When you are old enough to vote, you’ll be able to help us ‘keep it happening.’ ”

“I’m sure they have, Father, and I’d like to end with two questions. Anne, if you had the choice of any job, in any government, which one would you choose?”

“That’s difficult. Let me see. Yes! A mayor, I think. As mayor of a city, I’d be able to work more closely with the people than I could as premier of a province or prime minister of the whole country.”

“And you, Paul?”

“Easy! A federal cabinet minister. It wouldn’t be as tough a job as the prime minister’s, but I’d still be in charge of a government department from coast to coast. Maybe overseas, too.”

“Such ambitious children! However, don’t forget, your Father and I will still be here, just in case a tired mayor or weary minister happens to be looking for a quiet place to rest. That’s a good note on which to finish.

“Your Dad and I have told you quite a lot about ‘how it happens.’ Now, when you’re a bit older and have a vote, you’ll be able to help us to ‘keep it happening.’ ”

Part Three Review

1. Copy each of the following sentences into your notebook. Fill in each blank space with the correct word or term from the right-hand column. There will be no sentence for one word or term.

- | | |
|--|---------------------|
| (a) Canada is made up of provinces that have ____ or joined together. | Parliament |
| (b) Canada is called a ____ because the Head of State is a king or a queen. | constituency |
| (c) The Monarch's representative in Canada is called the ____. | Senate |
| (d) The Monarch's representative in each province is called the ____. | embassy |
| (e) A person who is elected to help run the government of Canada represents all the people in an area called a ____. | House of Commons |
| (f) A person elected to help run the government is called a Member of ____. | Governor General |
| (g) People elected to help run the government do their work in the ____. | federated |
| (h) The leader of the party in power is called the ____. | amendments |
| (i) The party with the second largest number of members in the House of Commons forms the ____. | monarchy |
| | senators |
| | prime minister |
| | Lieutenant-Governor |
| | official opposition |

- (j) Changes made to a bill the government wants to pass are called ____ .
 - (k) The people who give “second thoughts” to bills the government would like to pass are called ____ .
 - (l) The upper house of the federal government is called the ____ .
2. If you had the choice of any job in Parliament, which one would you choose? Give at least one reason for your choice.
 3. You are the prime minister and your government has decided that the federal tax money should be divided differently. This must be discussed with the provincial governments. Whom would you invite to Ottawa for a meeting?
 4. What are at least three ways in which the federal government is involved with families and homes?
 5. Suppose you wanted some information about the federal government’s plans for national transportation. There are at least three people who could help you if you wrote a letter. Name one of them.
 6. Why do you think an airline, a railway, or a transcontinental highway help national unity?
 7. Each of the provinces is quite different from the others. The federal government works hard to keep them federated, or united. Which of the government’s services do you think does this best of all? Why? Do you have any ideas of your own that you think might help?
 8. The federal government has to look after many things. List five of these.
 9. The Governor General does more than just sign bills into law. What other kinds of things does the Governor General do?

Here's How it Happens

Class Activities

1. *Election of Class Mayor and Class Controllers.*

Each candidate for mayor or controller may be nominated by two voters, may volunteer, or, if necessary, may be appointed. There should be at least six candidates—preferably eight. To help voters to decide for whom to vote, candidates should express their views on a given question of interest to the class. Each should give a short talk of two to three minutes, make posters, call meetings, etc. The names of all candidates should be listed, alphabetically, and put in a place where all voters can see them.

Balloting is secret. *All* members of the class vote, including the candidates. Voters print the full name of the candidates on a standard size piece of paper, then mark a clear **X** after the name of their choice. The paper is then folded twice and placed in the ballot box.

After all the votes are in, the count is made by the two people appointed to be in charge of the ballot box. The count is checked and the results posted. The two candidates who receive the highest number of votes are voted on again. The candidate with the higher number of votes in this ballot becomes the class mayor.

All the rest of the candidates run in another ballot for controller. The four who get the most votes win. They become the class controllers, or executive.

In class debates or projects, the class mayor takes the chair and, with the help of the executive, directs and controls activities. A new mayor and executive could be elected for each project.

2. *Art Exhibit.*

Each member of the class chooses, and illustrates with a drawing, one aspect of city government taken from the list at the end of Part One. (See page 22.)

The class mayor then directs the setting up of an exhibition of drawings in the classroom or the resource centre. The whole class, with the help of the class controllers, takes part in mounting the drawings, arranging the exhibition space, and setting up the exhibit.

3. *Visits of Officials.*

By a class vote, decide which aspect or aspects of city government you would like to know more about.

The class mayor, with the help of the class controllers, arranges for an officer from that city department to visit and talk about its operation. Before the visit, prepare questions to be asked at the beginning of the question period after the visitor's talk. Any other questions class members have after the talk may also be asked.

4. *Tours.*

The class mayor and controllers arrange a visit of the class to a place of interest. Examples are the city hall, water purification plant, and police headquarters. Prepare some questions before any such tour.

5. *City Parks.*

Plan a city park and decide, by vote, the things you would like to see included. If possible, the class mayor should direct the building of a model, using model-building books from the library as a guide.

6. *Election of Class Party Leader, Class Premier, or Class Prime Minister.*

Divide the class equally into two "parties." Each party is to elect a leader and four ministers. These elections may be held either at the same time or one after the other. Follow the same procedure as that for the class

mayor. *All* party members, including the candidates, vote.

As with the mayoral election, there should be at least six candidates for a party leader and four ministers. The leader must get 50% + 1 of the total votes in order to win. When a ballot does not produce a winner, the candidate with the least number of votes drops out of the race and the balloting is held again.

The leader, when elected, may then select four ministers from the original candidates. Or the balloting could be held again as it was for the class controllers.

An all-class vote is taken to decide which of the two leaders shall become the class premier or prime minister. The candidate with the higher number of votes wins. The elected leader must appoint a *speaker*, whose job it is to chair all meetings, exercise control, and keep order.

7. *Provincial and Federal Government Departments.*

Each member of the class can put together a “picture-story” of a provincial or federal government department. Choose one from the lists in the text. The stories should tell something about the operation of the department and be illustrated with drawings or photographs (from newspapers and magazines). Name the minister in charge.

Study and Research

1. Find out how and why your community began. What have been the biggest changes since then in the community? (Think about things such as population, occupations, transportation, local governments, and schooling.)
2. If any of the things in the list on page 22 are not looked after by your local government, find out why. (It may be that such things are the responsibility of other levels of government. Police protection, for example, may be the responsibility of the provincial or even the federal government.)
3. Study the list of provincial government responsibilities on page 31. For each item on the list, find out how the provincial government has helped your community.
4. Find out all you can about a recent provincial election in your local riding. What were the main issues? Who were the candidates? What parties were represented by these candidates? Who won, and why? What has happened since the election? Have the problems been solved? Have they been forgotten?
5. What similarities and differences do you see among the three levels of government: municipal, provincial, and federal? For example, while each has one person at its head, the powers and responsibilities of each leader and each government differ.

Some Handy Words and Terms

Administration. A group of people trained to manage the affairs of a business or a government.

Alderman. Person elected by voters to represent their ward in the government of a city or town. Sometimes called a *councillor*.

Amendment. A change made to a bill.

Architect. Person trained to design, plan, and supervise the construction of buildings.

Ballot. The paper upon which a voter indicates the choice of candidate. In an election, the voter marks an **X** beside the name of the candidate chosen.

Bill. The plan for a new law. Before a bill can become law, it must be discussed and voted upon.

Board of control. Group of people chosen to supervise the day-to-day work of city government.

Boundary. A line dividing one area from another. Boundaries show the division of a city into different areas or divide one country from another.

Cabinet. Members of a government chosen to act as advisors to the premier or prime minister. The members of the cabinet help plan government policy and supervise the day-to-day work of government.

Cabinet minister. Member of the cabinet who is responsible for operation of a government department.

Campaign. The actions taken by a candidate, before an election, to win votes and be elected.

Candidate. Person who stands for election.

Capital. The city where the government of a country, province, or territory is located.

Chain reaction. A series of connected events, each affecting the one that follows.

City limits. The border or boundary marking the limits of a city.

College. Place where people take special training after they have finished high school.

Constituency. A political district. Canada is divided into constituencies, which are sometimes called *electoral ridings*.

Contesting. To compete for votes. A candidate running for election is said to be contesting the election.

Council. Group of elected persons who govern a city, town, or country district.

Councillor. Person elected by voters to represent their ward in the government of a city or town. Sometimes called an *alderman*.

Criticize. To make a judgment or to find fault.

Crown. The supreme governing power in a monarchy.

Elected. Selected by voters to govern.

Election. The process of selecting a government, by vote.

Electoral riding. A political district. Canada is divided into electoral ridings, which are sometimes called *constituencies*.

Essential. Something needed in order to live. Food and water are essential for life. Going to a movie is not.

Executive committee. Group of people chosen to supervise the day-to-day work of city government.

Federal. Of or having to do with the central government of a country.

Freighter. Large ship used to move goods by water.

Freight yard. Place where rail freight cars are kept when not in use. Trains are also loaded and unloaded in a freight yard.

Govern. Lead, rule, control, or manage.

Governor General. The Monarch's representative in Canada.

Head of State. The person who, above all others, represents the government and people of a country. In Canada, this role is carried out by the Governor General.

House of Commons. The place where elected members of Parliament meet to govern the country.

Illegal parking. Leaving a car or truck in a place where parking is not allowed.

Immigration. Coming into a country or region to live.

Legislative Assembly. The place where elected members meet to govern a province.

Licence. Permit allowing a person to do something legally, for example, drive a car.

Lieutenant-Governor. The Monarch's representative in a province of Canada.

Lower House. Another name for the *House of Commons*.

Luxury. Something extra that is not necessary for life. Food is a necessity, but going to a movie is a luxury.

Mayor. The elected leader of the government of a city or town.

Monarch. A king or queen.

Monarchy. Form of government in which a king or queen is the head. Canada is a monarchy because the Head of State is a king or queen.

Municipal. Of or having to do with the government of a city, town, or country district.

Municipality. A city, town, village, or country district with a local government.

Natural resource. Something valuable found in Nature, for example, minerals, timber, and water.

Nomination. The choosing or naming of a candidate to stand for election.

Non-residential. Of or having to do with buildings used for offices, factories, schools, or other purposes but not for houses or apartments.

Official opposition. The political party in the Legislative Assembly or the House of Commons with the second largest number of elected members.

Parliament. The federal body that governs Canada. Parliament is composed of the Monarch, the Senate, and the House of Commons.

Passed. Be approved. When a bill has been passed in Parliament or in a Legislative Assembly, this means that it will become law.

Policy. A plan of action.

Political party. Group of people who share the same ideas about how to govern.

Port. City or town with docks where ships can load and unload.

Premier. Leader of a provincial government. The premier is the leader of the political party with the greatest number of elected members in the Legislative Assembly.

Prime minister. Leader of the federal government. The prime minister is the leader of the political party with the greatest number of elected members in the House of Commons.

Province. One of the 10 main political divisions of Canada.

Public servant. Person employed to do the day-to-day work of government.

Reading. The term for the presentation and discussion of a bill in a Legislative Assembly, in the House of Commons, or in the Senate.

Reeve. The elected leader of the government of a country district or small town.

Regulate. To control by rules or systems.

Reroute. Send another way.

Residential. Of or having to do with buildings used for houses and apartments.

Senate. The place where senators meet to discuss bills and other government business. A bill cannot become law until it is passed in the Senate as well as in the House of Commons.

Senators. Persons appointed by the prime minister to serve in the Senate.

Speaker of the House. The elected member of the House of Commons or a Legislative Assembly chosen to maintain order during meetings of the House or the Assembly.

Supervise. Look after, guide, or direct.

Taxpayer. Person who helps pay the cost of government, mainly through taxes on income and property.

Telecommunications. Ways to deliver news and information across distances. Examples are radio, television, telegraph, and telephone.

Territory. In Canada, a region administered by the federal government.

Transcontinental. Something that crosses a continent, for example, a highway or rail line.

Unify. To bring together. To make many parts into a whole.

Upper House. Another name for the *Senate*.

Ward. A political district within a city or town.

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